# DOCUMENT RESUME

ED 096 760 EA 006 435

| | |
|---|---|
| TITLE | Feasibility Study for the Design and Implementation of an Education Voucher System in Rochester, New York, Volumes 1-3. |
| INSTITUTION | Rochester City School District, N.Y. |
| SPONS AGENCY | Office of Economic Opportunity, Washington, D.C. |
| PUB DATE | Feb 73 |
| NOTE | 351p. |
| EDRS PRICE | MF-$0.75 HC-$17.40 PLUS POSTAGE |
| DESCRIPTORS | *Community Attitudes; *Educational Alternatives; *Educational Experiments; *Education Vouchers; *Feasibility Studies; Legal Problems; Minority Groups; Models; Opinions; Parent Attitudes; Parent Participation; State Church Separation; State Legislation; Surveys; Teacher Attitudes |
| IDENTIFIERS | New York; *Rochester |

ABSTRACT

Utilizing a grant from the Office of Economic Opportunity, the Rochester Schools Alternative Study has been established to study the possibilities of developing an education system which would: (1) include a variety of learning programs based partially on the best aspects of those previously tried and (2) provide parents and teachers a choice in selecting the school with which they wish to be associated. Such a choice would allow teachers to select a teaching situation which would maximize the use of their particular teaching skills and abilities; likewise, parents would be able to choose for their child a school which they feel best meets his learning style. The use of educational vouchers is being studied as a means of financing such a system. The first volume of this report includes general background information regarding the origin of the voucher concept, a brief history of federal categorical aid, a description of the current educational scene in Rochester, and other relevant background information. The most important sections of Volume 1, however, describe the rationale for, and the approaches to, the study--the methods used to inform various segments of the school community and the use of feedback from many individuals and groups in the development of a proposed voucher model. Volume 2 describes the proposed Rochester Voucher Model; and Volume 3 comprises 13 appendixes of supporting tables, narratives, and documentation. (Author/EA)

ED 096760

U S DEPARTMENT OF HEALTH
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

# FEASIBILITY STUDY
for the
# DESIGN and IMPLEMENTATION
of an
# EDUCATION VOUCHER SYSTEM
# in ROCHESTER, NEW YORK

## VOLUMES I - III

## February, 1973

*The research reported herein was performed pursuant to a grant from the Office of Economic Opportunity, Washington, D.C. 20506. The opinions expressed herein are those of the author and should not be construed as representing the opinions or policy of any agency of the United States Government.*

**Submitted to:**

**Mr. Frank Ciaccia**
**President, Board of Education**

**Dr. John M. Franco**
**Superintendent of Schools**

**City School District**
**Rochester, New York**

**By:**

**The Rochester Schools Alternative Study**

Mr. Phale Hale – Administrative Director
Mr. Larry Maynard – Assistant Director
Ms. Eleanor Peck – Director of Information
Ms. Anna Harms – Liaison to Teachers
Ms. Portia Nicholson – Liaison to Community Groups

13 South Fitzhugh Street
Rochester, New York 14614

435

BEST COPY AVAILABLE

*"A recommendation is made to establish either mini-schools within schools or create new smaller schools. . . Some schools might emphasize a specialty such as vocational education, fine arts, mathematics, or ethnic studies. Some groups of parents might desire that their children be taught in a school setting employing open corridor or open classroom techniques. Other parents might prefer a more structured and traditional school. . . Parents would be allowed a choice among several such schools."*

**Excerpts from the Report of the New York State Commission on the Quality, Cost and Financing of Elementary and Secondary Education (Fleischmann Commission), Summary of Volumes II and III, 1972**

## TABLE OF CONTENTS

### Volume I

Page

PREFACE .......... i

INTRODUCTION .......... iii

ACKNOWLEDGEMENTS .......... vii

I. ORIGIN OF THE VOUCHER CONCEPT .......... 1

II. ROCHESTER, NEW YORK: A BRIEF DEMOGRAPHIC DESCRIPTION .......... 3

- A. Population Characteristics .......... 3
- B. The Political Climate and the Schools .......... 4

III. RATIONALE .......... 11

- A. Specific Objectives .......... 11
- B. Assumptions .......... 12

IV. LIMITATIONS .......... 14

V. METHODOLOGY .......... 16

- A. Pre-service Staff Workshop, Cambridge, Massachusetts .......... 16
- B. Inservice Staff Workshop, SUC Brockport, New York .......... 17
- C. The Role of the Advisory Committee .......... 17
- D. Alum Rock Visitation .......... 21
- E. Development of Voucher Model .......... 23
- F. Information Dissemination .......... 25
  - 1. Media .......... 25
  - 2. Publications .......... 30
  - 3. Meetings .......... 32
  - 4. Telephone Monitor .......... 33
- G. Communication With Teachers .......... 34

VI. ASSESSMENT OF PROPOSED VOUCHER SYSTEM BY VARIOUS SCHOOL AND COMMUNITY GROUPS........................ 41
  A. Rochester Teachers Association................ 41
    1. Organization.............................. 41
    2. Chronology................................ 41
    3. RTA Strategy.............................. 44
    4. Basic Concerns of the RTA................. 47
  B. Elementary School Leadership Council.......... 50
  C. The Black Community........................... 52
  D. The Spanish-speaking Community................ 55
  E. The Higher Education and Business Communities................................. 56
  F. Other Key Organizations....................... 58
VII. THE EDUCATOR AND COMMUNITY SURVEYS................. 61
VIII. CONCLUSIONS....................................... 64
IX. RECOMMENDATIONS................................... 68

# PREFACE

This report is divided into three volumes. The first volume includes general background information regarding the origin of the voucher concept, a brief history of federal categorical aid, a description of the current educational scene in Rochester, and other relevant background information. The most important sections of Volume I, however, describe the rationale for and approaches to the Study, the methods used to inform various segments of the school community, and the use of feedback from many individuals and groups in the development of the proposed voucher model.

Because of the sensitive nature of the Study, and the social and political controversy which it brought about, both objective and subjective material is presented. The writers of this report thought it necessary to make a number of assumptions before drawing certain conclusions. It is our feeling, however, that the data presented in the Appendices provide considerable documentation for most of the conclusions stated herein.

# INTRODUCTION

Since the end of World War II, and most particularly since the launching of Sputnik I by the Russians in 1957, the American public suddenly and explosively has become aware of educational deficiencies. The post World War II "baby-boom" precipitated shortages of classrooms and of properly trained teachers, a phenomenon which lasted from about 1950 through the middle sixties. The instantaneous and massive push to compete with Russian advancements in science and technology in the late fifties brought about a new wave of criticism which led the Federal government into public education on an unprecedented scale.

The passage in 1958 of the National Defense Education Act, which was directed at satisfying the demands of critics who had become concerned about the "space race," gave tremendous impetus to efforts at refocusing educational reform toward the development of new educational programs in mathematics, science, and related fields. Some educational practitioners, however, felt that this thrust brought about a concomitant de-emphasis on the reading and language arts curricula. Hence, the movement back to "fundamentals" had its beginnings. Although not so strongly as at its inception, proponents of these points of view are still making themselves heard today.

In 1964 and 1965, Federal Categorical Aid programs began to reach their peak. With the passage of the Civil Rights Act and the Elementary and Secondary Education Act, it seemed to many that American Education was finally settling down to the task of addressing itself to certain domestic problems which many reformers believe had become more pressing than the race to conquer space. These federal programs were geared, basically, toward making equal educational opportunity a reality for all. Various compensatory education and desegregation programs were implemented, in some cases, even before definitive federal guidelines had been developed. Ensuing and somewhat chaotic efforts to establish new bureaucracies to administer funds and oversee implementation of various programs generated fear that the concept of local control over education might be seriously weakened.

Add to this chronology the graver issues of community control, spiralling costs of education, taxpayer revolt, teacher surplus, the crisis in urban education (its demands for accountability, its emphasis on alternative forms of education), and it becomes apparent that American public education is perhaps in a greater state of upheaval today than it has ever been in its recent history. In attempting to deal with various issues and the conflicting demands for educational reform which often result, boards of education, administrators, and teachers have tried to diversify the organization of their school systems, their methods, materials, and content of instruction in such a way that the majority of these demands are at least partially satisfied.

Many critics, particularly those associated with the movement for alternative educational programs in the public sector, feel that attempts by schoolmen to be accountable to the proponents of these differing points of view have been pursuing a middle-of-the-road course, satisfying, in fact, none of the competing demands identified above. Whether or not this assertion is true, it does seem clear that far too many educational reforms, particularly those which have been federally funded, have been tried with a minimal degree of success.

The Rochester City School District, like many hundreds of urban school districts throughout the United States, has not escaped the kinds of conflicts which have erupted as a result of increased federal involvement designed to meet various demands for school reform and to improve the quality of educational programs.

In attempting to improve local education to reflect better the stated goals and philosophy of the City School District (See Statement of Philosophy and Goals, Appendix E), several new approaches have been implemented over the past few years using funding from a variety of sources. Notable among these have been Project UNIQUE and the World of Inquiry School, the Distar Reading Program, the Open Enrollment Program, the Urban-Suburban Transfer Program, the various ESEA programs, the District's commitment to individualized instruction, and the wide variety of innovative instru[illegible]onal programs among individual schools in the system.

Although some of the innovations mentioned above have met with considerable opposition, members of the Board of Education, administrators, teachers, and many interested parents have continued to develop and implement new educational programs in an effort to improve the quality of education in the Rochester City Schools.

Faced with a seemingly overwhelming budget deficit for the coming school year, the Board of Education and the Superintendent of Schools have been actively seeking means of continuing this effort through an investigation of several categorical aid programs funded by the federal government. The voucher feasibility study represents but one of the many investigations presently being carried out along these lines.

Utilizing a grant from the Office of Economic Opportunity, the Rochester Schools Alternative Study has been established to study the possibility of developing an education system which would: (1) include a variety of learning programs based partially on the best aspects of those previously tried and (2) provide parents and teachers a choice in selecting the school with which they choose to be associated. Such a choice would allow teachers to select a teaching situation which would maximize the use of their particular teaching skills and abilities; likewise, parents would be able to choose for their child a school which they feel best meets his learning style. The use of educational vouchers is being studied as a means of financing such a system.

Larry O. Maynard
Assistant Director
(Research Coordinator)
Rochester Schools Alternative Study

## ACKNOWLEDGEMENTS

It would be impossible to acknowledge all the people who have contributed time and effort to the Rochester Schools Alternative Study project. The Feasibility Study phase summarized in this report was a cooperative undertaking involving both federal and local participation. Volunteer citizens, school district personnel, and representatives of federal and private agencies all helped produce drafts of the proposed model (Volume II), and contributed to the compilation of the appendices.

The full-time voucher Staff were very capably assisted by the following part-time staff:

Ms. Maria de Jesus - Liaison to Spanish-speaking Community
Mr. Marshall Boyler - Liaison to Teachers

Of equal importance were the various consultants whose technical expertise was so necessary to a study dealing with such complex issues. The consultants are divided into five categories:

Local - Dr. Lionel Metivier, Ms. Nancy Piccarreto, Mr. Robert Grims, Mr. Robert Hupp, Ms. Veronica Baran, Ms. Rosemary Stefano

Legal - Ms. Susan Eagan, Ms. Ann Gellis, Dr. Marilyn Gittel, and Ms. Ann Howe from the Committee of Community Schools, New York City

Office of Economic Opportunity, Washington, D.C. -
Ms. Elissa Feldman
Ms. Elaine Piccini

Center for the Study of Public Policy - Cambridge, Massachusetts
Dr. Frank Overlan
Mr. Don Richard
Mr. Benjamin Foster

Other Advisors -
Mr. Fred Watson
Dr. Mario Fantini

Many Rochester City School District personnel gave valuable assistance by providing statistics, evaluating information, and offering suggestions that made the work of the Voucher Staff less difficult. Special mention should be given to the following persons for their efforts:

Dr. John M. Franco - Superintendent of Schools
Mr. Calvin E. Lauder - Assistant Superintendent in Charge of Instruction (Acting)
Dr. David N. Weart - Administrative Director, Planning and Research
Ms. Helen R. Gerhardt - Supervising Director, Elementary Education
Dr. Alice H. Young - Administrative Director, Elementary Schools
Mr. Josh M. Lofton - Administrative Director, Open Enrollment Program
Mr. Robert J. Baker - Supervisor of Budget and Accounting Division
Mr. Adam D. Kaufman - Legal Counsel
Mr. Richard V. Whalen, Jr. - Director of Staff Relations
Ms. Elizabeth S. Brown - Administrative Assistant to the Superintendent (Acting)
Mr. Wilbur L. Gerst - Administrator of Title I (Acting) Federal Elementary and Secondary Education Act of 1965
Mr. Harry L. Thompson - Director, Urban Education Planning Office
Mr. Franklin A. Kettles - Assistant Director, Planning and Research
Mr. David W. Hunt - Advisory Specialist, Open Enrollment

Special thanks are extended to Mr. Harvey Granite, Coordinator of Urban Funded Programs, who worked closely with the Study Staff and volunteered countless hours of his time to the voucher project.

We would also like to express our appreciation to Mr. Warren Heiligman, Mr. William Pugh, and Mr. Robert Santangelo, elementary school principals in the City School District, for their continuing interest and cooperation throughout the Study.

In addition, an advisory committee was established to assist the Voucher Staff in gathering and evaluating community feedback and to inform the community of Staff progress. The members were chosen from organizations which had written agreements to advise the Rochester Board of Education. Members of these groups were people who had proven in the past that they could work effectively in a group and could, it was felt, approach with an open mind the various issues inherent in the voucher concept. Special recognition should go to the following individuals:

Ms. Gloria Fish, Chairperson
Ms. Joan Loik, Vice-chairperson
Mr. Richard Agnello
Ms. Esther Connelly
Mr. Percy Covin
Ms. Diane Dangler
Ms. Ida Dentino
Ms. Carmen Encarnacion
Ms. Josie Enos
Ms. Carol Faso
Mr. Donald Garcia
Mr. Frank Giangiobbe
Ms. Evelyn Griffin
Rev. Melvin Hoover
Ms. Martha Keating
Ms. Elsie Kostecke
Ms. Arlyce Kretschman
Ms. Jane Lipman
Ms. Nancy Peck
Ms. Pat Rumbold
Ms. Mary Ellen Sinicropi
Ms. Juanita Stark
Mr. Henry Thomas
Ms. Connie White

A group from the Alum Rock School District of San Jose, California, where a voucher demonstration is presently underway, visited Rochester in an attempt to share information concerning the merits of the voucher demonstration implemented there with the Rochester community. The visit included a particularly relevant television presentation outlining the current progress of the Alum Rock demonstration and some of the issues with which they are confronted. The following persons from Alum Rock provided vital assistance to the Study Staff:

Ms. Virginia Harding, Teacher, Donald J. Meyer School
Mr. Thomas Fay, Principal, Donald J. Meyer School
Mr. Paul H. Hutchinson, Information Dissemination Coordinator, Alum Rock Voucher Study
Mr. Jesus Sanchez, Coordinator of Parent Information, Alum Rock Voucher Study

An exceptionally competent clerical staff skillfully helped organize and record the material presented by the Voucher Staff.

The following deserve special credit:

Ms. Kathleen Keeley
Ms. Patricia Chatt
Ms. Sheryl Dickerson
Ms. Shirley Geist

Finally, we of the Study Staff should like to offer special thanks to Ms. Jane Hale for her patience and understanding and her unique ability to help keep our spirits high.

The above list is by no means complete. To all of the individuals and organizations not mentioned who contributed to the progress of the Feasibility Study, the writers of this report offer their sincere appreciation.

Volume 1

# I. ORIGIN OF THE VOUCHER CONCEPT

Although the origin of the voucher concept can be traced to Adam Smith, a specific voucher plan was first proposed in contemporary form by an Englishman, E.C. West, in *Education and the State*, (1965). In America, West's plan has been supported by such notables as economist Milton Friedman and sociologist James S. Coleman.

The voucher concept is embodied in a number of government programs for the financing of higher education, notably the G.I. Bill and various state scholarship programs. Governmental financing for elementary education has, however, been largely confined to schools that are managed by local public school boards. Parents who disliked the neighborhood school provided by their local public Boards of Education have had to seek private alternatives and pay full tuition for the privilege.

In December, 1969, the U.S. Office of Economic Opportunity (OEO) made a grant to the Center for the Study of Public Policy in Cambridge, Massachusetts, to finance a detailed study of "education vouchers." ("Vouchers" are a convenient label for certificates which the local school authority would issue to parents; parents would give these certificates to an eligible school, and the school would then return them to the local school authority for cash.) In March, 1970, the Center submitted a Preliminary Report to OEO suggesting possible uses of vouchers at the elementary school level. The Report examined a wide variety of possible voucher systems. It concluded that some proposed voucher systems were infeasible, but also concluded that certain kinds of voucher systems might substantially improve the education provided to elementary school children, especially the economically disadvantaged. The Preliminary Report therefore recommended that OEO try to find local school districts willing to conduct five-to eight-year demonstrations of a suitable voucher system.

After completing its Preliminary Report, the Center embarked on an eight-month investigation of the feasibility of conducting a demonstration project of the general type it had recommended. Superintendents of schools in all cities which were in full compliance with federal requirements regarding racial integration, and which had a 1960 population in excess of 150,000, were contacted by mail. Expressions of interest in the voucher concept from those cities were followed through by Center staff, and a number of voucher feasibility studies were conducted by local school districts, one of which has implemented a voucher demonstration (Alum Rock Unified School District, San Jose, California).

## II. ROCHESTER, NEW YORK: A BRIEF DEMOGRAPHIC DESCRIPTION

### A. Population Characteristics

Rochester, New York, is similar to many other large urban cities in its socio-economic make-up. Within Rochester there exist certain identifiable areas characterized by a distinct population make-up, existing around a fluid, inner-city core. The schools reflect the socio-economic, cultural, and racial composition of the neighborhoods immediately surrounding them.

Rochester's inner-city is adjacent to the downtown business area. Its population is mostly Black and Spanish-speaking, with isolated groups of whites scattered throughout. The economic make-up of the inner-city is quite diverse, ranging from very low-income families to those of substantially higher incomes. Most of its specific population is transient; however, the general racial characteristics of the area tend to remain constant.

The northern section of the city is divided into some well-defined geographic areas, identifiable, for the most part, by their ethnic and economic composition. The northwest section, for example, is populated mainly by working-class homeowners primarily of Italian-American origin with an age span ranging from the very young to senior citizens. The northeast section comprises a large number of Ukranian, Polish, and other Slavic families. Although both these sections have been fairly self-contained communities, the inner-city has recently started to expand its boundaries, thus causing these neighborhoods to change their compositions. The most northerly section of the city, however, is almost a community unto itself because of its geography and municipal history. Its population is socio-economically homogeneous, composed of lower-middle and middle-class whites. This neighborhood experiences little social mobility, many of its residents being second and third-generation homeowners.

The rest of the city, although well-defined geographically, displays demographic variety. Rochester's one integrated middle-income area is located in the southwest section of the city. It is composed mostly of young middle-class whites with a growing number of Blacks. Many children from this area are enrolled in local public elementary schools. The southeast area is also racially mixed. However, its population is more transient and income-level is comparatively lower. The most affluent section of Rochester expands north to south along the eastern border of the city. The majority of its residents are white professional homeowners.

## B. The Political Climate and the Schools

There is a unique relationship existing between the politics of Rochester and the education of its children. Unlike most school boards, the Rochester Board of Education, significantly, does not enjoy fiscal autonomy. It has, for example, the power to determine its own budget, but the Rochester City Council exercises the authority for taxation to meet these needs. Also, all capital expenditures by the Board must be approved by the City Council. Moreover, there seems to be a direct relationship between a seat on the School Board and election to higher political offices.

In the past ten years, six Board members have run for seats on the City Council or the State Legislature while serving as members of the Board. In two instances, former elected municipal officials have been elected to terms on the School Board after completing their tenure in local office. One of them became a moving force in the formulation of the citizens organization which, in 1972, elected the present majority to the School Board. Although the City Council tried to divorce politics from the local School Board election in 1972 by declaring that all candidates had to run without regular party labels, candidates did run with the backing of local political organizations on recognizable platforms.

The history of the key issue in the 1972 School Board election - school desegregation - should also be mentioned. As early as August 27, 1963, the Board of Education had unanimously directed the Superintendent of Schools to develop plans which would "reduce significantly" racial imbalance in the Rochester public schools. In the fall of 1969, the Superintendent, his staff, and a group of citizens began working on a plan called Desegregation in Rochester. This plan, when finally proposed, would have achieved its objective by the massive restructuring of attendance zones and the concomitant involuntary transfer of large numbers of students from their neighborhood schools. The plan was discussed in well-attended public meetings during the fall and early winter of 1969-70. During the first week of March, 1970, some eight hundred teachers favoring implementation of the Reorganization Plan staged a one-day walk-out to demonstrate their support. At approximately the same time, a group of Rochester parents filed a suit in federal court charging the District with maintaining a segregated school system. The School Board decided not to implement immediately the full plan to desegregate the schools as proposed.[1] Instead, they seemed to follow a principle of gradual change by:

1. Authorizing the building of two new junior highs prior to restructuring the whole secondary school organization
2. Implementing the proposed elementary grade restructuring in only one attendance zone
3. Establishing community and parents' advisory councils within certain attendance zones to consult about matters pertaining to their schools
4. Officially supporting the principle of voluntary transfer of students as the means of achieving racial balance

In the November election of 1970, however, the majority on the School Board changed; as a consequence, the complete plan to desegregate the schools was adopted to be implemented in September, 1971. During the subsequent election campaign, a slate of five candidates successfully ran for office on a platform specifically demanding the return of most students to their neighborhood schools. Their first official act was to support a resolution that voluntary transfer, their key to achieving racial balance, be encouraged within each elementary school zone. Thus, immediately prior to the Study, the community had gone through two massive reorganizations of the schools.

---

[1] Because of what they viewed as the "regrettable circumstance" that "consensus understandings were lost," making it "impossible to deal appropriately with the overall questions."

The method by which these changes were effected tended to alienate many segments of the community. In neither instance, it was felt, was the decision to reorganize made by a Board of Education which truly represented the community at large. The Black community, for example, feels inadequately represented by the Board. It was only during a crisis, they point out, that the Board complied with their request for community school councils to work with administrators and staffs on inner-city school problems.

The Spanish-speaking community has articulated the same feelings regarding the unresponsiveness of the Board to their perceived needs.

Segments of the white community as well have felt themselves alienated from, and unrepresented by, the educational power structure. In 1970, it was the northwest section; in 1972, the southwest section. The situation in general has created a climate of fatigue and mistrust among Rochester parents. They view the educational establishment as an unresponsive entity which cannot be trusted to dispassionately and unilaterally make decisions for all segments of Rochester's public school population. Considering Rochester's past educational and political history, it does not seem unreasonable to doubt that the factionalism existing today in the city will ever be healed or the mistrust assuaged.

It was in this climate that the Study Staff began its Feasibility Study. Initially, the Staff felt that the voucher mechanism would be attractive to the various segments mentioned because it seemed to offer them the accountability and responsiveness of their schools which they had been seeking. Just the opposite happened. Leaders of the Black community, for example, could not rid themselves of the fear that the voucher proposal was just another "trick" of the Board. They felt that regardless of the number of guarantees of meaningful parental input written into the proposal, when it came time actually to implement these promises, the Board would find a way to place limitations or to redefine them. The voucher system was viewed as just another appeasement. The Spanish-speaking community, on the other hand, did not question this side of the issue; their main concern was how the voucher mechanism would affect their existing bilingual programs.

The majority of the white community viewed the proposed voucher demonstration with mixed but wary feelings, many having little direct relationship to the issue of improving the quality of education. Most refused to believe that the voucher proposal wasn't a plot to abolish their neighborhood schools. Some said it was a way of achieving Reorganization without the actual plan; others, that it would increase segregation to such a point that federal action would have to be taken. Some insisted that it was a way of forcing schools to make changes that they, the parents, did not favor. Surprisingly, a common bond developed between many Black and white parents who had previously opposed each other on a number of issues. In meeting after meeting, Staff members heard parents stating their concern that the Board, with its reputation for doing things its own way, would not really adhere to the principles of fiscal and curricular autonomy for schools participating in a voucher demonstration.

### C. Conclusions

Philosophically, Rochester is a community of many communities, the lines between which have widened over the past few years of educational change. Some Study Staff members feel it is necessary to point out that the Feasibility Study could not have begun at a more inopportune time. Many Rochester parents had viewed the rescinding of Reorganization as allowing for a "breathing period." Now another change was being proposed, this one more complicated than the other two in terms of its implications for those who would participate. The Staff felt that the negative feelings generated over the past few years precluded an open-minded approach by many to the Feasibility Study.

Generally, parents would not believe the Board of Education, after its recent history of unilateral decision-making, would ever allow parents to become meaningfully involved in the educational process. Thus, the credibility and motives of the Staff were questioned.

Given this background, the Staff found that with their limited resources and abbreviated timetable, they could not over come the credibility gap existing between the parents of Rochester and their school officials.

## III. RATIONALE

The basic rationale for this Study was to determine the feasibility of implementing a voucher system within the Rochester City School District. In one sense, a feasibility study can be conceptualized as the process of determining "likelihood" or "probability." It was with this connotation of feasibility in mind that the Rochester Schools Alternative Study effort was conducted. In gathering and analyzing data relevant to this approach, five closely related "dimensions" of feasibility were investigated:

1. Public awareness of the basic concepts of alternative education
2. Acceptance of these basic concepts by the Rochester community
3. The willingness of school communities to participate in an alternative school demonstration
4. The budgetary and economic advantages and limitations of the OEO model
5. The educational advantages and disadvantages of the OEO model

### A. Specific Objectives

The specific objectives on which the Study focused were the following:

1. To assess among the people of Rochester their awareness, acceptance of, and willingness to participate in a voucher demonstration

2. To develop a viable voucher model consistent with the perceived needs of the Rochester community
3. To disseminate information to all segments of the community concerning issues inherent in the voucher concept
4. To inform the Board of Education and the Superintendent of Schools as to the progress and outcomes of the Study

## B. Assumptions

As the Study began, Staff members had to rely on certain tacit assumptions about Rochester and its educational climate. Among the assumptions that proved to be invalid are the following:

1. That the Church-State issue would diminish after it was explained that only public schools were to be included
2. That the unwillingness of the community to "try something new" would be overcome after the educational benefits of alternative programs became clear
3. That the present crisis in funding public education and, more particularly, the estimated school budget deficit in Rochester would overcome community apathy
4. That the community's basic mistrust of the entire public school heirarchy, and the accompanying disbelief that parents could have significant input,

could be minimized

5. That the constraints of categorical aid for a voucher study would not appear as a major disadvantage to proponents of general aid[1]
6. That teachers would consider the proposal objectively on the basis of its potential value to public education in Rochester

Among the assumptions that proved to be valid are the following:

1. That the Study Staff would be able to function without interference or pressures from either the Board of Education or Central Administration and receive full cooperation in obtaining necessary research data and records
2. That the highly complicated mechanisms required under a voucher system would be difficult to explain to the general public

---

[1] This argument against vouchers was strengthened by the current uncertainty regarding cutbacks in federal funding for education and the status of OEO during the next four years of the Nixon administration.

## IV. LIMITATIONS

It would be extremely difficult to discuss all of the limitations involved in conducting a study of this nature. A more reasonable procedure would be listing some of the more significant limitations encountered by the Voucher Study Staff. Some of them are as follows:

1. Difficulty of a full-time Staff of five to inform the community at large and to simultaneously develop a responsive voucher model
2. Difficulty in efficiently using specialized Staff expertise when faced with obstacles demanding the immediate attention of all Staff members (i.e., direct attacks by the Rochester Teachers Association)
3. Difficulty in coordinating Staff activities and scheduling Staff meetings due to limited time schedules and lack of space
4. Time lapse between dissemination of the three separate voucher model drafts which allowed opponents the opportunity to carefully organize their campaign and generate "premature" criticism
5. Consistent, strong opposition by the leadership of the local teachers' union who carried out an extensive and well-financed anti-voucher campaign
6. Perceived necessity on the part of the Staff to assume a defensive position of advocacy rather than

one of impartiality as a result of consistent and sometimes emotional attacks by various opponents

7. Negative emotional reaction on the part of several community groups who feared that non-public schools would be ultimately included in the voucher program
8. Skepticism on the part of some segments of the community regarding any innovative change in light of the controversy generated by the recent unsuccessful Reorganization Plan for Rochester schools (See Section II.B., The Political Climate and the Schools)
9. Fears regarding the stability of OEO and the effects that federal categorical aid (via the voucher) would have on local control
10. Misconceptions on the part of the Advisory Committee regarding their role and a breakdown of communications with Staff resulting from outside pressures on committee members

In summary, the foregoing factors tended to limit specialization, communication, and general efficiency of the Staff, thereby making the Study tasks more difficult. The list is not complete; however, it describes several of the more basic problems the Staff encountered as the Study developed.

2. A child will be allowed to change schools quarterly. If a child transfers from one participating school to another during the school year, his voucher money will be prorated among the schools attended. (See Section XII)
3. In-service and program development work will continue. Participating schools will once again receive no-strings-attached grants for program revision and further development.
4. The Board of Education will continue to encourage the development of new public schools. These newly-established public schools will be governed by the same state, local, and voucher demonstration regulations which govern already-existing public schools participating in the program.
5. During the program's first year of actual operation both OEO and the City School District will conduct evaluations. OEO will conduct an over-all evaluation of the program. The District will receive funds from OEO to conduct its own independent, locally-developed evaluation. (See Section XIII)
6. The same procedures summarized earlier for program development, the establishment of new public schools, parents choosing schools for their children, etc., will occur again at the appropriate time

tasks arising from the objectives had not been analyzed in depth and would need much additional attention as the Study progressed.

B. Inservice Staff Workshop, SUC Brockport, New York

During the weekend of December 9-10, 1972, the Staff of the Feasibility Study, with the chairperson of the Ad Hoc Advisory Committee, held a retreat-workshop at the Fancher Campus of the University of the State of New York at Brockport. The impetus for the workshop was the perceived need for coordination of the numerous directions and activities being pursued by the Staff. With a consultant serving as facilitator, the following agenda items were discussed in depth:

1. Staff role clarification
2. Refinement of Draft II of the proposal
3. Refinement of strategy
4. Revision of the timetable for the Feasibility Study
5. An analysis of the image of the Staff that was being projected to the public at large
6. An examination of the personal and professional relationships existing among the Staff members

C. The Role of the Advisory Committee

1. Background

As required by the OEO Special Conditions for the Rochester Voucher Study grant, individuals representative of the Rochester school community were contacted to determine their willingness to serve on an Ad Hoc Advisory Committee to the Feasibility Study Staff. The people contacted were expected to function in three capacities:

a. Provide input to the Study Staff on parental and community concerns so that the Study would be maximally responsive to the perceived needs of the school community
b. Advise the Study Staff on the most effective methods of receiving input from and informing the community about the progress of the Study
c. Participate in explaining the proposed model to various individuals and groups in the city

Specifically, the Study Staff was searching for parents, teachers, and administrators who had previously demonstrated the ability to work constructively in diverse groups concerned with education, and who would be able to approach the question of a voucher system with an open mind. Initially, the Advisory Committee was planned to include only parent representatives from each of the school attendance zones, representatives of the teachers union, the elementary school principals organization, the Bilingual Education Council, the Alternative Schools Committee, the Parents Advisory Council for Title I, the Community Schools Council, the Inner-City

Parochial Schools Council and Action for a Better Community.[1] During the course of the Study, members were added to the Advisory Committee from BENTE[2], and the Teacher Aide Association of Rochester. At the conclusion of the Study, there were approximately twenty people on the Advisory Committee. The group met at least once a week. The members appointed their own chairperson, wrote their own agenda, and specifically requested that Staff members serve only as information disseminators and facilitators during committee meetings.

2. Chronology

The first meeting of the Advisory Committee was called on the evening of October 11, 1972. Because the membership of the committee did not solidify immediately, and because of the general lack of knowledge about vouchers among the members of the group, meetings during the month of October were spent discussing the voucher concept, both in its general form and in its embodiment in the first draft of the Rochester proposal. However, even at this early stage, the group addressed itself to certain specific questions such as designation of a target area and the most effective method of disseminating information to the community at large. During the months of November and December, 1972, the group also began making tentative contacts with the Parents Advisory Council[1] committees existing in each school attendance zone in order to organize informational meetings for parents and teachers regarding the proposed voucher model. As a result of a workshop conducted the weekend of November 11, 1972, the Advisory Committee, at their next regular meeting, established their ground-rules, operational procedures, committees, and agenda. Throughout the months of November, December, and January, the Advisory Committee discussed and presented recommendations to the Staff related to four specific concerns:

---

[1] Rochester's federal anti-poverty agency.

[2] The local educational civil service employees group.

a. The format and probable effectiveness of the education and community surveys[2]
b. Necessary changes in successive drafts of the voucher model
c. Concerns of the Rochester school community and its general reactions to the voucher concept
d. The school/student composition and geographical location of the voucher demonstration area

Three members of the Advisory Committee were part of a public school delegation sent by the Study Staff during December, 1972, to Alum Rock, California, to observe and report on the voucher demonstration in operation there. Some members had acted as liaisons to informational meetings held within their school attendance zones during the course of the Study. Others had appeared on local television programs explaining the voucher concept in general and the specifics of the proposed Rochester model.

---

[1] The parent organization existing specifically to advise the Board of Education on school-related matters.

[2] The opinion surveys mandated by OEO's Special Conditions.

During the second week of January, 1973, the Advisory Committee began composing its report to the Rochester Board of Education expressing its appraisal of the feasibility of implementing the proposed voucher plan in the Rochester City School District. On January 22, 1973, members of the Advisory Committee presented this report in person to the Board members at their regular Study Session. (See Appendix K)

### D. Alum Rock Visitation

From December 13 - 15, 1972, a group of parents, teachers, principals, and Central Office Administrators, including the Superintendent of Schools and the President of the Board of Education, visited the Alum Rock United School District, San Jose, California, for the following purposes:

1. To evaluate the voucher demonstration in terms of the objectives of the Alum Rock district (but not in terms of the goals of the proposed Rochester plan)
2. To determine whether the Alum Rock demonstration could suggest ways in which Rochester could use

vouchers to better meet its basic educational goals

3. To gather ideas for increasing parental choice and involvement and teacher-student program compatibility

The following goals were perceived to be operative in the Alum Rock voucher demonstration:

1. Increased buying power for educational materials
2. More "open" educational programs
3. Direct involvement by teachers in the choice and planning of alternative educational programs
4. Increased in-service training for teachers
5. Some increase in parental support and confidence in the schools
6. A decentralized school district administrative structure
7. Increased teacher job satisfaction

The following problems of the Alum Rock demonstration were observed:

1. Lack of specific definition of the role of the Voucher Advisory Committee
2. Determination of the amount of money to be allocated to individual voucher schools
3. Controversy concerning program evaluation
4. Unilateral planning and implementation of in-service training sessions by central administration
5. Multi-faceted role played by administrators, primarily principals
6. Negative reaction on the part of some teachers regarding competition among mini-schools

7. Lack of anticipated level of parental involvement and of a reciprocal relationship among parents, faculties, and administrators
8. Lack of system-wide coordination and direction

The Rochester observers concluded that the foregoing problems have developed as a result of the mode by which Alum Rock chose to organize the implementation of its demonstration and the priorities they established, not because these problems are inherent in the basic concept of voucherized education.

The group also concluded that:

1. Viewing the Alum Rock demonstration clarified certain methods by which a voucher system could help the Rochester City School District achieve its basic educational goals.
2. Fundamental to the voucher concept is the premise that no one educational formula or setting is adequate to meet the needs of every student. This perception was the impetus behind the creation of the alternative schools already developed in Rochester during the past few years.
3. Most importantly, the group concluded that the voucher mechanism provides an educational setting in which there is maximum possibility of direct feedback to the schools as to how the parents perceive educational programs and teacher performance. Thus, the educational process can be made more responsive to the community it serves.

## E. Development of Voucher Model

### 1. Procedure

At the outset of the Study, the decision was made to develop a voucher model through writing a series of working drafts. Each of these was corrected and expanded, using input from the Advisory Committee and various segments of the Rochester community.

Draft Proposal I was completed on November 7, 1972, with the Board of Education, Superintendent of Schools, and Advisory Committee receiving copies prior to its general distribution to the public. Major sections not appearing in this first draft were budget, designation of target area, value of basic and supplemented vouchers, eligibility for vouchers, Title I Services, and new school guidelines.

Draft II, which was distributed on December 13, included several sections previously not spelled out in detail. Portions still lacking, due to the need for further research, were budget, demonstration area, and special education.

The finished model, containing all sections mentioned above and the final recommendations of the Study Staff, was made available on January 16, 1973.

### 2. Analysis

The steps outlined above in the development of the model may seem relatively simple. Such was not the case. Since feedback was coming from many sources, the job of sorting and weighing the merits of various suggestions became an enormous task. In addition, each item had to be considered in the light of the philosophy of the School

District and according to federal, state, and local rules and regulations regarding the operation of public schools. Some Staff members felt that the lack of a fairly comprehensive voucher proposal early in the Study created additional difficulties. First, the Study Staff became more vulnerable to a variety of charges such as "groping for answers" and "withholding information." Secondly, it created the need for constant re-printing and redistribution of materials as the proposals were revised. Lastly, both groups and individuals postponed possible declarations of support as they waited to read the final recommendations.

Nevertheless, one major advantage of this method was the opportunity it afforded to make a prolonged, in-depth study of vital sections of the proposal. Thus, the target area and budget, which required tremendous amounts of data and research analysis, could be determined with care and precision.

## F. Information Dissemination

### 1. Media

#### a. Background

It was obvious from the outset that the various news media in Rochester had to be kept informed about the Voucher Study through every available means. Since there are two daily papers, over twenty weekly papers, eleven radio stations, and four television stations, this undertaking proved to be quite a formidable task.

Responsibility for the dissemination of all news was assigned to the Director of Information.

b. Procedures

The initial step in informing the local media was a press conference held in early November for news editors, reporters, and other representatives of news-collecting agencies. Major aspects of the Feasibility Study were outlined by the Study Staff and considerable time was spent answering questions. It was a most productive session. Step-by-step implementation of the media campaign is outlined below:

(1) Daily newspapers - Primary contacts for the two metropolitan dailies were the education reporters. They were carefully briefed as each new section of the proposal was developed. This procedure proved invaluable in making accurate, up-to-date information available to the public. With few exceptions, these reporters checked each "voucher" story submitted from other sources as to its pertinence and accuracy.

A brief chronological summary of the articles appearing in Rochester newspapers shows the following trends:

September - Outline of study grant

October - Factual background material
Description of the Alum Rock demonstration

November - Rochester Teachers Association opposition begins
New sections in Draft II explained

December - Aspects of the Alum Rock visitation[1]
MCPEARL opposition released
Letters to the editor - approximately three-to-one against

January - Factual information regarding proposal continues
Letters to the editor continue

(See Appendices H-J)

(2) Weekly papers - Because of the large number of weekly papers, it was more difficult to maintain close communication with them. However, the Draft Proposals were mailed to each paper immediately upon completion, and a series of articles in question-answer format distributed over a two-month period. One inner-city weekly assigned a free-lance reporter to provide in-depth coverage of the Study; another, published by an influential neighborhood association, carried an editorial giving unqualified endorsement to the proposal. In addition, the monthly magazine of the Rochester Chamber of Commerce carried a two-page factual account of the Study as submitted by the Staff.

(3) Television programs - Exposure on local television stations was concentrated during the period from November 20 through December 8,

---

[1] See Section V, Page 20.

1972. It was particularly urgent to provide a steady flow of information at that time due to the following factors:

(a) Draft Proposal I had been released

(b) The survey of community opinion by an outside research firm had begun

(c) Members of the Advisory Committee had scheduled parent meetings within their school attendance zones

(d) The Rochester Teachers Association had become very vocal in their opposition and had circulated misleading statements

Staff members appeared on both morning and evening television newscasts, and the Staff's Spanish consultant prepared a tape for broadcast to the Spanish-speaking community. The Superintendent of Schools joined the Study's Director on a popular morning talk show to discuss the major goals of the Study. A twenty-minute program for teachers concerning the Alum Rock demonstration was carried by the local Public Broadcasting Station to faculty meetings in the city elementary schools on Wednesday, November 29, 1972.

The major television effort was a ninety-minute panel discussion on PBS on Wednesday, December 8, entitled, "A Chance for Choice." The format included a three-minute slide show as a visual lead-in, a sixty-minute segment in English, a thirty-minute segment in Spanish, and questions phoned in from the community. Flyers advertising the program were distributed widely among the schools and to the city at large. Panelists included the President of the Board of Education, the Study Director, a field representative from OEO, an elementary principal, a parent member of the Advisory Committee, and the Coordinator of Parent Information of the Alum Rock Voucher Project. Participants added for the Spanish portion were a teacher from the School District's Bilingual Program and a member of the Ibero-American Action League.

It should be noted that PBS, in compliance with their policy of balance and impartiality, aired a second program on alternative schools two weeks later with RTA panelists appearing as opponents. During this broadcast, RTA reiterated arguments already published in the local papers and replied to many pointed questions from the community regarding the union's stand on the voucher issue.

(4) Radio Programs - In addition to items on daily newscasts, our radio coverage included interviews, commentaries, "call-in" programs, and discussions on both Black and Spanish forums. Time allocated to news of the voucher study varied widely from station to station and seemed to depend, for the most part, on the

viewpoint held by the news director.

c. Analysis

Rochester's Feasibility Study did not lack for attention by the local media. The interest stirred up in the community was reflected by the almost constant flow of news items in the newspapers and on the air.

There seemed to be a genuine attempt by the two large dailies to present readers with accurate data. News releases about opposition to the Study were written as fairly and objectively as possible. The process of disseminating information in Rochester was made more difficult by the fact that the proposal was developed over a four-month period of time. This meant a constant check to see that the news media were using the most complete and up-to-date version as their frame of reference.

2. Publications

a. Procedures

(1) "Alternative Schools"

The Study's first priority in written materials was a basic descriptive pamphlet published in English and Spanish. Due to time and cost factors, it was decided that the Study Staff would handle the dissemination rather than mail these pamphlets to the 95,000 homes in Rochester.

This eight-page booklet was prepared for general distribution early in November. It included a brief explanation of the Alternative Schools Study as well as fifteen major aspects of the proposed system in a question-answer format. Copies were distributed to the schools, to community groups, and to interested residents by members of the Study's Advisory Committee.

(2) Draft Proposals

As indicated earlier, the Rochester proposal was developed systematically over a four-month period with input from a wide variety of sources. Each of the drafts was made available to the public as it was completed. A cover letter to organizations explained that there had been numerous changes and again asked for comments on the revised sections.

(3) Other written materials

The Office of Information also produced newsletters for teachers, notices of meetings, announcements of television programs, and a number of miscellaneous flyers.

b. Analysis

The "Alternative Schools" pamphlet proved to be an excellent stimulus, since requests for additional details, speakers, and meetings began to arrive immediately. The simple, straightforward explanations were quite effective and, in general, provided a solid base of knowledge for the data that followed.

Although it was imperative that each Draft Proposal be released to the public, this proved a time-consuming and costly undertaking. In addition, those who misunderstood the rationale for the gradual development of the proposal charged that the Staff was "withholding information."

3. Meetings

   a. Procedures

As copies of "Alternative Schools" went out to community organizations, an attached cover letter indicated the willingness of Staff members to be of further assistance. A self-addressed post card was included so that requests for more pamphlets and/or a speaker could easily be made.

Over one hundred meetings with individuals and groups were held in the time period between October 2 and January 19. One or more Staff members attended each of these meetings to present up-to-date materials and answer questions. A summary sheet was filed after each meeting, indicating number attending, general success of the meeting and other relevant comments.

A recap of meetings according to type shows the following:

| | |
|---|---|
| Community and parent organizations | ...65 meetings |
| School groups (faculties, principals, *etc.*) | ...31 meetings |
| Educators' associations and college classes | .... 7 meetings |

Individuals ........................ 7 meetings

A series of special meetings was scheduled in early December with visitors from the Alum Rock School District who had been invited to come to Rochester. A principal and teacher currently participating in the Alum Rock demonstration met with City School District faculties and principals, RTA representatives, newspaper reporters, the Superintendent of Schools, and Board of Education members.

The Alum Rock Coordinator of Information met with the group from Rochester who were planning to visit the Alum Rock voucher schools so that their itinerary could be arranged. The Alum Rock Coordinator of Parent Information spoke with Spanish-speaking residents and also appeared on the public television forum on PBS.

b. Analysis

Without question, the single most effective means of reaching the public was direct, face-to-face communication. Public meetings provided the opportunity for Study Staff to present accurate data, to correct misunderstandings, and to respond immediately to new questions and concerns.

4. Telephone Monitor

a. Procedures

In order to insure twenty-four hour coverage in the Office of Information, a telephone answering machine was installed to a direct outside line.

After giving a programmed message, this monitor recorded incoming calls so that Staff members could return these calls at a later time. The phone number for this direct line was publicized on all printed materials, at public meetings, and on television and radio presentations.

b. Analysis

The monitor was an invaluable aid in keeping the Office of Information operational at all times. Although many of the calls could be considered routine, comments from the public indicated they appreciated the extra convenience of "getting through" whenever the occasion arose. For the Director, it meant that crucial calls were seldom overlooked.

G. Communication with Teachers

1. Background

At the beginning of the Feasibility Study, it was decided that the Rochester teachers had to be included as an integral part of the study process, both by keeping them informed and eliciting their responses as the model was developed. Without teacher support, it was felt that any kind of voucher demonstration would be minimally effective.

The Voucher Staff decided early to operate under the assumption that, regardless of the merit or lack of merit of the proposed Rochester model, some organized, concerted teacher opposition could be expected from the local union because of the National Education Association and New York State United Teachers positions on vouchers. Therefore, the following objectives were developed:

a. To approach teachers at the building level and allow them to react to the developing model

b. To structure sessions with teachers on an informal, small group basis rather than conducting large, formal sessions.

c. To keep the lines of communication open with the executive council of the RTA

d. To have teacher volunteers become part of the process by directly involving them in the Feasibility Study (through appointment to the Advisory Committee, and/or by having them volunteer to act as liaison between their building faculties and members of the Study Staff)

e. To keep the teachers periodically informed of the progress of the Study through the dissemination of printed material delivered directly to their individual schools

f. To respond to criticism from the Teachers Association in a rational, constructive, and informative manner

2. Procedures

a. Workshops

The Staff felt that the first priority was to get accurate information into individual school buildings. To this end, two workshops were arranged during the week of November 13, 1972. Letters were sent to all building principals asking them to poll their staffs in an attempt to identify people willing to act as transmitters of information between the Study Staff and their faculties. Released time was provided for this function; of the forty-six elementary schools in the District, forty-one sent representatives, some sending more than one person. The workshops were designed to meet three basic objectives:

(1) To acquaint the volunteers with Staff members so that direct communication links could be established

(2) To demonstrate to the teacher-volunteers the amount of misinformation and/or vague, speculative information about the Rochester model which had been disseminated by opposing individuals and groups

(3) To provide the participants with accurate, up-to-date information for distribution to their building-level colleagues

About a month later, a follow-up released-time workshop was conducted. Forty-eight teachers attended, representing thirty-nine schools. The objectives of this workshop were three-fold:

(1) To elicit direct feedback in regard to teacher attitudes at this point in the Study, the major source of information utilized up to this time by the teachers, and the kinds of

materials that teachers wanted

(2) To supply accurate information regarding the progress of the Study

(3) To answer questions which had caused concern or had been raised because of the presence of misinformation in the District concerning the voucher program

On December 18, 1972, a workshop was conducted specifically for the Adelante teachers[1] in the District. The workshop was arranged through the Office of the Director of Bilingual Education. Again, released time was provided for the participants. Of the five schools conducting Adelante programs, four sent representatives. As before, the purpose of the workshop was to elicit direct feedback for the Study Staff about teachers' attitudes regarding the proposal and to clear-up confusion and misinformation.

b. Meetings with Faculties

Members of the Study Staff began to meet on an informal basis with faculty members of individual schools near the end of November,1972. For the most part, these meetings were arranged at the request of the school faculties. However, the

---

[1] Rochester's Adelante Program is designed for Spanish-speaking children who wish to maintain their bi-cultural identity. Its sister program, the Bilingual Program, is designed for children whose native language is Spanish and who have difficulty functioning in an English language-oriented school.

District Supervising Director of Elementary Education had suggested that the professional staff of each elementary building devote part of their meeting on November 29 to viewing a television broadcast dealing with the Alum Rock voucher demonstration.

Most of the voucher meetings were held during or after regular faculty meetings on Wednesdays throughout December and in early January. Staff members attended these meetings to provide further information about the Study, not to act as vocal advocates of the voucher proposal. Approximately 61% of the elementary schools in the District requested such meetings.

c. Additional Means of Contacting Teachers

In light of the constant outpouring of RTA material opposing the voucher program, the Study Staff increased the volume of written material sent through the volunteer liaisons to individual schools. For the first month this material took the form of "fact sheets" composed of information from Draft I of the proposed model, question and answer sheets dealing with the issues raised in the official RTA publications and, in one case, a letter directly confronting the latest RTA assertions. During December, in direct response to questions raised in the second teacher workshop, the Staff began to publish regularly a Voucher Newsletter with copies going to the staff of each of the elementary schools. This Newsletter attempted to keep the teachers informed of the progress of the Study and to answer some of the more crucial questions and concerns. Also, when the second draft of the proposal was ready for general release, the Staff made sure (by hand-delivering them to the schools) that every elementary teacher had his own copy of the proposal with a response sheet attached so that he could, if he chose, have a direct method of conveying his response to the Study Staff.

3. Analysis

Because of the initial decision to make the Study process-oriented as opposed to presenting the Rochester school community with a completed voucher model at the outset of the Feasibility Study, there was a significant problem of keeping teachers informed as to the current state of the proposal. The Staff perceived a great deal of confusion about the type of voucher system the Rochester School District was studying. Further complications resulted when attempts were made by opposing groups to articulate irrelevant issues. The RTA, for example, consistently distributed erroneous and misleading information designed to arouse suspicion among parents and teachers. Generally, however, the Staff felt that it did manage to reach a significant number of teachers. By the end of the Feasibility Study, there was no building staff that had not been contacted either formally or informally. The most productive methods of communication seemed to be the workshops conducted with the teacher liaisons and the meetings with individual staffs in their own buildings. Still, in some buildings, teachers were asking for more specific information as late as the second week in January. If time had allowed, each school could have been revisited for the purpose of following-up and refining the information disseminated at the previous sessions, especially after Draft II had been distributed. The Staff was appreciative of the expressed reluctance of a majority of teachers to firmly commit themselves either negatively or positively until they had received all the information they felt they needed to make an intelligent decision. It should be remembered that many teachers maintained this position in the light of a strong anti-voucher campaign waged by the local and state teacher organizations.

## VI. ASSESSMENT OF THE PROPOSED VOUCHER SYSTEM BY VARIOUS SCHOOL AND COMMUNITY GROUPS

### A. Rochester Teachers Association

#### 1. Organization

The Rochester Teachers Association (RTA) is the recognized bargaining agent for all Rochester City School District teachers. As of November 10, 1972, RTA's membership roles included 2086 dues-paying members.

#### 2. Chronology

As early as the second week of October, 1972, the president of the RTA had been contacted by the Study Staff suggesting the appointment of one teacher to the *Ad Hoc* Advisory Committee to the Feasibility Study. During a meeting between Study Staff and the RTA Executive Committee on October 24, 1972, the RTA asked that it be allowed to appoint three people to this committee to ensure that teachers would be more fairly represented.[1] At the same time, the RTA Executive Committee, with the approval of its House of Representatives, formed an RTA *Ad Hoc* Voucher Committee for the express function of making themselves knowledgeable regarding the voucher concept.

---

[1] The Staff agreed to this request; however, the RTA representatives either were not appointed or did not attend an Advisory Committee meeting until November 11, 1972.

After initial contacts had been made for teachers to participate in the first of the workshops conducted by the Voucher Staff, a letter dated November 8, 1972, (See Appendix J-2) was sent from the RTA president to all building representatives and their alternates. Volunteers were advised by RTA leadership that their role should be merely perfunctory. The November 21 meeting of the RTA Representative Assembly was concerned chiefly with a critique of the proposed Rochester Voucher Model. The format chosen was a panel discussion among members of the RTA *Ad Hoc* Voucher Committee (two of whom also were members of the Advisory Committee[1]) and representatives from New York State United Teachers (NYSUT) and National Education Association (NEA). No members of the Study Staff were asked to sit on the panel. At the conclusion of this presentation, the Assembly voted to support a resolution stating RTA's official opposition to "the Educational Voucher System as proposed by OEO." A feature story about the Assembly vote appeared in the Rochester newspapers the next day.

On December 1, 1972, the RTA released to the media its analysis of the proposed Rochester Voucher model and a statement directed to the Board of Education, asking that other means of allocating federal monies to

---

[1] One of these members had attended only one meeting of the Advisory Committee before she served on this panel.

Rochester "on a no-strings-attached basis" be sought. During the month of December, 1972, members of the RTA Executive Committee implemented two strategies:

a. Arranged for RTA representation at all informational meetings about the voucher plan held in the different attendance zones

b. Traveled to Alum Rock, California; San Francisco, California; and Seattle, Washington, to hear the views of the teacher association leaders of those school districts (Alum Rock, as mentioned previously, has implemented a voucher demonstration, and San Francisco and Seattle have done voucher feasibility studies.)

The group that traveled to California made two reports to their membership. The first was a general report to all teachers dated December 14, 1972, recording the impressions they had received from teacher leaders in Alum Rock, including the president of the Alum Rock Teachers Association. The second was a general report to the Representative Assembly on December 20, 1972, discussing the 1972-73 budget for the Alum Rock voucher demonstration.

During the month of December, 1972, a letter was sent by the RTA president to all Building Representatives and alternates requesting them to inform their faculties that they were not obligated to respond to the Legge Teacher Survey.[1]

---

[1] The independent opinion survey mandated by the OEO "Special Conditions."

On December 20, 1972, the RTA representatives appeared on a local Public Broadcast System (PBS) program in which they presented their views on the proposed voucher model and answered questions phoned in by viewers.

From October, 1972, until the end of the Study in February, 1973, the voucher plan was given wide coverage in the regular RTA channels of communication, namely, the RTA Hotline, a one-sheet publication distributed to all building personnel, and the RTA phone hotline, a recorded message available twenty-four hours a day.

3. RTA Strategy

At the beginning of the Study, the RTA pursued a tactic of "watchful waiting." Although initial contacts had been made with them to become a part of the process as early as September, 1972, (before the Study had even officially begun), they did not appoint representatives to the Advisory Committee until the first week in November, 1972. Furthermore, throughout the Study, they consistently refused to give the Staff any meaningful input, the rationale being that they might jeopardize their position when bargaining began with the Board of Education for a new contract in February, 1973.

The RTA also apparently relied quite heavily upon state and national teacher organizations for help and direction in their campaign against the voucher proposal. One member of their Executive Committee, for example, is a NYSUT UniServ Representative assigned full-time to the Rochester organization. Of eleven people sitting on the "resource" panel during the Representative Assembly meeting on November 21, 1972, eight were officers of either NYSUT or NEA. The December 3, 1972, issue of The New York Teacher[1], reported that: (1) three of these people conferred with the RTA president before the meeting; (2) during the week of November 27, a NYSUT vice president returned to Rochester for consultation with RTA leaders; (3) A NYSUT public relations man "assisted the RTA in developing a comprehensive public relations campaign concerning the voucher proposal." The December 17, 1972, issue of the same newspaper stated that analysis of the proposed voucher model released to the Rochester papers on December 1, 1972, was actually authored by NYSUT, not RTA.

On January 13, 1973, NYSUT co-presidents Thomas Hobart and Albert Shanker visited the greater Rochester-Buffalo area to conduct discussions with organization leaders about their most pressing problems which, it is assumed, included the voucher issue.

---

[1] It should be noted here that, beginning with their November 26, 1972, issue, The New York Teacher, the official publication of the New York State United Teachers, gave conspicuous coverage in every issue to what they called the Rochester teachers' "battle" against vouchers. That issue, for example, featured the Rochester "fight" on page three and also contained a full page editorial by NYSUT co-president Thomas Hobart entitled "Rochester's Fight is Our Fight." (See Appendix J-3)

In direct attacks upon the proposed Rochester model, the RTA relied upon two tactics apparently designed to increase the anxiety level of teachers. The most obvious was raising issues having emotional connotation for teachers regardless of whether or not these issues directly pertained to the proposed model (most did not). Almost from the beginning of the Study, Staff members heard charges by RTA representatives employing such terms as "community control," "teacher contract buy-up," "a million-dollar windfall for private schools," "performance contracting," "voucher bureaucracy," "educational hucksters," "forced transfer," "removal of experienced teachers," and "separatist schools." [1] Also, whatever the source, Staff members began to notice a tremendous amount of misinformation circulating within the district about the proposed voucher model. This misinformation ranged from (1) speculations about a specific target area being determined as early as November, 1972, to (2) rumors about a $12,000 salary limit being imposed upon teachers if the voucher plan went into effect, to (3) statements that other categorical aid programs would be seriously affected if Rochester decided to implement a voucher demonstration.

---

[1] There were also personal attacks against Study Staff members regarding their credentials and "objectivity." During the month of December, the RTA charged the Study Staff with having "in-house connections." "Why," they asked, "wasn't an outside agency assigned the task of conducting the Feasibility Study as in San Francisco?"

The RTA timetable must also be mentioned. The Assembly resolution to oppose the voucher proposal occurred on the day before the Thanksgiving recess began; the Study Staff, thereby, lost the opportunity for an immediate response to the teachers. Also, the RTA planned their trip to Alum Rock during the first week of December, thus allowing them time to inform their members of their findings at least three days before the Christmas vacation. The school district group invited by the Study Staff did not go to Alum Rock until December 13-15, after the RTA visitors had publicly made their negative report, and too late to publish a report of their own impressions before Christmas vacation. Thus, a time lapse was created (accentuated by the length of the Christmas vacation), which was apparently advantageous to the RTA position.

### 4. Basic Concerns of the RTA

From the beginning of the Study, the RTA leadership articulated its fear for the future of public education in Rochester if a voucher demonstration were implemented. Specifically, RTA expressed concern about how "public" such a demonstration could remain, since "The OEO Model," (i.e., Jencks's model) ultimately includes both private and public schools in a working demonstration. Also, they asserted, the provision in the Draft Proposal for the creation of new schools is an open invitation for private schools to become "public" without changing their basic structure or philosophy, thus diverting public funds to essentially private uses.

Aside from the degree of power OEO could exercise to redefine terms after a demonstration was implemented, RTA voiced concern about the duration of funding guarantees and the amount of federal monies that would accrue from OEO. RTA also questioned the expenditure of supplemented voucher money and the guarantee of school autonomy in curriculum matters. Federal funding, they asserted, is perhaps the most unreliable method of instituting long-range educational change since such monies can only be allocated for a maximum of two years. What happens when OEO funding terminates? Who will then finance the program? How substantial is a promise of OEO funding, in view of the precarious nature of its existence under the President's new austerity program? They contended that alternatives could be created without the voucher mechanism. Why tie Rochester to the possibilities of increased federal control with little or no guarantee of financial security to achieve something Rochester could do without "outside" help? This question of financing prompted another concern, which was amplified after the RTA delegation returned from Alum Rock. There, they concluded, well over one-half of the voucher budget was spent for "administrative costs" with only $440,000 going directly to the schools in the form of supplemented vouchers. The RTA opposed the creation of new and expensive bureaucratic systems and made the assumption that administrative costs vis-a-vis the proposed Rochester model would be excessive. In conclusion, RTA, in their opposition to the voucher plan, focused on the current history of education in Rochester, specifically during the past two years. All the schools in the district had undergone two broad organizational changes. The impetus for both reorganizations was the concern regarding increased racial segregation in the Rochester schools. One of the most adamant charges made against the voucher proposal by the RTA concerned segregation. RTA charged that it seemed possible that the voucher system would increase the degree of segregation through the mechanisms of choice and the opportunity for establishing new schools. Can the Study Staff guarantee that parents wouldn't _choose_ to segregate their children? What will prevent elitest groups, particularly segregationists, from establishing their own exclusive schools? Also, the RTA articulated the general weariness and apprehension of many district residents regarding proposed changes of any type in the schools. After two chaotic years, the RTA maintained, the Rochester school community, parents, teachers, and especially children need the benefits of a stable educational environment which they felt would not be possible if a voucher system were implemented.

## B. Elementary School Leadership Council

As early as the second week of the Feasibility Study, contact was made with members of the Elementary School Leadership Council (ESLC)[1] in order to inform them about the concept of vouchers in general and the proposed Rochester model in particular. These informal informational meetings continued through October and November, 1972. On November 10, 1972, members of the Study Staff, OEO, and CSPP made a formal presentation to all elementary school principals during a regularly-scheduled meeting of the ESLC with the Supervising Director of Elementary Education.

At the principals' request, the Study Staff and consultants, together with a principal and teacher visiting Rochester to describe their involvement in the Alum Rock voucher demonstration, spoke at the Council's monthly dinner meeting on November 30, 1972.

On January 4, 1973, the Supervising Director of Elementary Education called a special meeting of a group of elementary principals and the Director of the Feasibility Study for the purpose of determining a tentative demonstration area. The principals attending were selected on the basis of three criteria:

1. The belief that their schools would generate viable alternatives
2. The fact that their schools comprised an acceptable demonstration area, given the OEO guidelines

---

[1] The Rochester City School District elementary school principals' organization.

3. The fact that many of the principals attending had already expressed interest in implementing a voucher program in their home schools

Of the sixteen principals attending, fifteen signified that they would be willing to have their schools included in a tentative demonstration area.

The ESLC released only one formal policy statement regarding the proposed voucher model. On December 19, 1972, they supported a resolution asking that there be no implementation of a demonstration during the 1973-74 school year. The chairman of the Council was quoted in the local newspaper as saying that the principals were not, at that time, opposed to the voucher experiment but wanted more study of the concept and more than just one summer to prepare for changes. After their position was reflected in the final draft of the proposal, the principals did not publicly offer any more comment on the proposed model.

However, the chairman of ESLC did volunteer the information that the principals, as members of the RTA, had earlier supported the RTA resolution of November 21, 1972, against the implementation of a voucher demonstration at any time in Rochester. The principals issued their own resolution of December 19 because they felt that the climate was such that, if implementation were seriously being considered, it was necessary to slow down the timetable so that schools could have more planning time. After they learned that, indeed, their suggestions for postponing implementation had been adopted by the Study Staff, they reconsidered their position. At a caucus held prior to a Board of Education Study Session on

January 22, at which time they were to report their position on the proposed demonstration, they decided to return to their original position of supporting the RTA. It has been suggested that the principals reverted to their original position because of pressure from RTA relating to impending contract negotiations. At the Study Session, however, the principals did not make any official statement of their position.

## C. The Black Community

The past policies of the Board of Education have, to a large extent, shaped the attitude of the Black community toward the proposed voucher system. With few exceptions, the idea of another federal program that would effect change in the Black community was looked upon with skepticism and mistrust.

However, some black parents favored vouchers simply as a means of obtaining a voluntary choice of schools for their children. These parents continued to support the voucher program as the only feasible means of:

1. Restructuring the lines of accountability of administrators and teachers to parents
2. Improving the quality of education in individual schools
3. Attempting to improve the total system to some degree
4. Obtaining materials and school personnel which are vitally needed but which at present lack funding

These parents in some cases acted as a catalyst for other

Black parents. Although many Black parents were not vocal, a small group of highly vocal parents emerged. Many members of Black community organizations listened with interest when members of the Study Staff made overview presentations, and later, after more detailed Staff presentations, voiced support of the voucher proposal.

FIGHT[1] President Minister Raymond B.T. Scott was receptive to the Study from the beginning. For several years, FIGHT has been interested in seeing a community school started which seemed possible under a voucher system.

The Executive Director of Action for a Better Community (ABC), however, expressed strong opposition to the voucher concept mainly because he felt that it would not result in increased parent control. He cited, as an example, the fact that parents would not have a deciding voice in the hiring or firing of teachers and/or administrators.

The Urban League of Rochester assigned members of its staff to appraise the voucher concept. The League staff voiced its concern over the type of change that would occur in the Black community in a voucher demonstration. They also inquired about alternatives for funding the project if the Office of Economic Opportunity should withdraw funds after one or two years of the demonstration.

Rochester's Model Cities program did not take a definite position on vouchers. Study Staff members met with Model Cities central staff and its Education Task Force. Both groups listened intently and asked detailed questions regarding:

---

[1] Freedom, Independence, God, Honor, Today - the Black community action organization founded in 1964 by a coalition of Black community leaders and Saul Alinsky of the Industrial Areas Foundation.

1. The "conditions" attached to federal funds
2. The sincerity of the Board of Education in developing a permanent program that would be beneficial to minority students
3. The ultimate authority for operation of the schools
4. The definition and scope of "parent participation"

The Parents' Advisory Committee to Title I, (PACT), which has a large membership of Black and Spanish-speaking parents, requested three Study Staff presentations and also appointed someone to analyze the study. Their chief concern was the possible effect of OEO money on already-established Title I programs and Title I schools. They questioned the choice of demonstration area and the implications for those schools electing not to participate. Also, the relationship of Title I to compensatory vouchers had not been adequately clarified. The Voucher Advisory Committee representative from the PACT group, however, was supportive and worked for implementation of a voucher demonstration.

School-Parent Advisors to the Neighborhood (SPAN), a group of mostly Black and Spanish-speaking paraprofessionals, invited the Staff to make a presentation. SPAN workers did not look sympathetically on another federal program coming into Rochester.

In summary, it seems as if the Black community would have serious reservations about any new program the Rochester City School District and the Board of Education tried to implement in the inner-city schools. Black parents would have to be convinced of the District's sincerity during the demonstration planning period before they would accept the change.

## D. The Spanish-speaking Community

The Spanish-speaking community of Rochester, New York, includes 5,456 persons (5.4% of the total city population) of Puerto Rican as well as South and Central American descent. This minority population is concentrated basically in two areas of the inner city. Like the broader Rochester community, there are many organized groups within the Spanish-speaking community.

One of the first decisions made by the Study Staff was to approach and involve directly key members of the Spanish-speaking community in the Voucher Study itself. In attempting to achieve this end, a bilingual person familiar with the community was employed as a part-time member of the Study Staff. Her duties were two-fold:

1. To be the information link between the Staff and the Spanish community at large
2. To translate into Spanish written material about the proposed voucher model

The Spanish consultant also appeared on local Spanish radio programs during the general media campaign in mid-November, 1972, and was moderator of a half-hour Spanish presentation about vouchers on the local PBS outlet.

Three members of the Spanish community served on the Ad Hoc Advisory Committee: two of Puerto Rican descent and one of Colombian descent. One of the three, who represented the Bilingual Education Committee[1], was a member of the Rochester group that observed the voucher program in the Alum Rock School District in December.

---

[1] A committee established by the Superintendent of Schools and the Spanish-speaking community to work on the problems of bilingual education.

The other two represented, respectively, Action for a Better Community (the local anti-poverty agency), and the Rochester Teachers Association.

During the Study, several contacts were made with the Ibero-American Action League (IAAL). The Director of IAAL was contacted both formally and informally during October, 1972, with information regarding the proposed voucher model and was asked for his perception as to its potential effects on the Spanish-speaking community.

Because the Study Staff felt that the teachers involved in the Adelante program, one of the city-wide bilingual programs, were not being directly involved in the voucher-generated teacher activities in their home schools, a separate workshop was planned and conducted for them on December 18, 1972. The Staff informed the Adelante personnel of the present status of the Study and assessed their reactions to it. The Staff discovered that the Adelante teachers had been exposed to very little information on the proposed model and were not very concerned because they felt that their program would not be involved if a voucher demonstration were implemented. When informed that they might become part of a demonstration, they expressed serious concern over the possible disadvantages such implementation could have for their students.

## E. The Higher Education and Business Communities

During the months of November and December, a number of individuals from the business community and from area colleges were contacted to elicit feedback concerning both the process and the implications of the Feasibility Study for Rochester. Although members of the business community were aware of the current limited resources available for funding education, they expressed the following concern about a voucherized educational plan:

1. Determining the amount to be funded.
2. The length of time that funding would be available
3. The degree of local control of funds
4. The future of instructional programs when a need for new sources of revenue for education in Rochester again became necessary

Some fears were expressed regarding the extent to which the City School District would have to depend upon federal support. "Cautious optimism" is perhaps the key to their overall reactions.

Individuals from the field of higher education viewed the voucher plan as a means by which schools could more appropriately meet the educational needs of children. They also saw the plan as a realistic possibility for improving education through extensive staff development and training. The involvement of parents, teachers, administrators, and students in exploring creative approaches to alternative instructional patterns also seemed a possibility. The plan was seen as a means of bringing about desired educational changes that would be professionally challenging and personally satisfying for all involved.

Members of the business community and institutions of higher learning both expressed many of the same concerns about education. Among them were the need for greater flexibility in curriculum design, alternative programs, more individualization of instruction, a continued emphasis upon basic skills development, increased parent involvement, increased communications between the schools and the community, and assistance in meeting the fiscal needs of the school system. In general, they saw alternative schools as a means of achieving a more viable approach to the educational program needs of Rochester's school children.

### F. Other Key Organizations

Rochester is a city that has a wide variety of community action groups. However, the Study Staff felt that the involvement of certain key organizations was necessary in making a decision regarding implementation of a voucher demonstration. The Staff also concluded that these organizations should be approached on an individual and informal basis. Time had to be spent with each such group explaining the developing model, soliciting their responses, and generally keeping them personally informed of the current status of the Study.

Early in the Study, the Staff initiated informal discussions with the United Council on Education and Taxation (UCET) which appointed a voucher committee. UCET expressed specific concern regarding the following:

1. The extra money that would come into Rochester as a result of a demonstration (This group wanted a guarantee that a significant percentage of the money would actually be spent to educate children, not to create an additional administrative bureaucracy.)
2. The possibility of increased federal control
3. The extent to which parents would be allowed to

establish new alternative schools of their choice

4. The criteria to be established for new school start-up grants (Who would be responsible for giving these grants? What kind of control would be exercised over the planning and implementation of a new school program?)

The UCET position is contained in Appendix J.

Another organization contacted by the Study Staff was the 19th Ward Community Association which appointed a special committee to study the voucher proposal. This group was especially interested in the opportunity it afforded for starting new schools within their attendance zone. They were apprehensive regarding the degree of control the Board would maintain over a voucher demonstration. They expressed special interest in sections of the proposal dealing with building autonomy in matters of curriculum and budget. Their committee indicated that they most emphatically did favor the proposal and requested that schools in their attendance zone be included in the demonstration area.

Other neighborhood groups such as the Edgerton Park Community Association, the Charlotte Community Association, and the Northeast Area Development (NEAD) conducted their own dialogues with Staff members or secured information about the Study to distribute to their members. Their basic concerns seemed to coincide with those of UCET and the 19th Ward Community Association. In addition, they expressed the opinion that any kind of change would, at this time, be viewed negatively by their membership. They were also concerned that implementation of the voucher plan would be forced upon them, whether or not their area wished to participate. NEAD also questioned increased bussing and the involuntary transfer of pupils. It was also conveyed to the Staff that some members of the Charlotte Community Association had voiced considerable mistrust of federal funding. Of the three groups, NEAD seemed the most responsive to the basic concept of vouchers. In the December, 1972, issue of their publication, an editorial appeared favorably disposed to the implementation of a demonstration.

Two other organizations need mentioning, not because of their inherent power, but for their reaction to the voucher proposal: The Urban Policy Conference of the Brookings Institute and the Monroe County Public Education and Religious Liberty Coalition (MCPEARL). Brookings' Educational Task Force, in the course of making general recommendations and forecasting their perceptions of educational trends over the next ten years, favored a county-wide voucher plan that would incorporate both public and private schools. MCPEARL made a public policy statement in November, 1972, pertaining to the proposed voucher system. They opposed the voucher mechanism on one basic issue: in their opinion, public money could be too easily diverted for the support of non-public schools.

## VII. THE EDUCATOR AND COMMUNITY SURVEYS

The Educator and Community Surveys, consisting of structured attitude questions, were designed, administered, analyzed, and interpreted by a private consulting firm with experience in the area of social science research. The overall objective of the Surveys was to evaluate the willingness of residents, parents, teachers, and administrators to use education vouchers for the creation of alternative schools.

For purposes of convenience to the reader, the summary of the two Surveys has been reproduced on the following two pages. Because the report represents the efforts of an agency functioning independently of the Voucher Study Staff, the complete survey report is included in Appendix G, exactly as it was submitted by Legge Associates on January 19, 1973.

## SUMMARY

A wide range of responses was found among educators and community respondents. The educators generally oppose a voucher plan, right now, and the community respondents generally favor the voucher plan. Knowledge of educational vouchers was limited. Misconceptions were frequent.

### Educator Survey

1. Educators had mixed feelings about the voucher plan at the time the self-administered questionnaire was handed out (December 20).
   - About 40% thought the idea was poor, 30% thought it was fair or good, 30% needed more information to decide.
   - About 43% felt the City should try to get money to develop more alternative schools, 41% opposed such a move.
   - Asked specifically whether they supported the educational voucher plan in Rochester, about 60% opposed it, 11% supported it, and the remaining 29% were undecided.
2. Comments to the open-ended questions indicated that the educators based their opposition on three reasons:
   - Two years of change are regarded as enough. They want stability for a few years.
   - They feel they have insufficient information on the plan and do not see how it might improve conditions in the classroom.
   - Many doubt whether the additional money will find its way down to the classroom.
3. The supportive group of educators come from existing alternative schools, open classrooms, and central staff.
4. The opposition seems to be against the voucher idea and not against alternative schools, and more against the total plan than against its individual components.
5. The existing alternative schools are well known, but only a minority of teachers want to teach there. Most would like to stay where they are.

## Community Survey

1. Satisfaction with present schools was high.
    - Only 10% of the respondents indicated dissatisfaction.
    - Only 17% could name a school that they felt would be better for their child within the City. Many of these known schools were parochial schools so only 12% knew about a better City school for their child. Therefore, not more than 12% of the parents would consider transferring children to another school if the plan were implemented today with their present level of knowledge.
2. Existing alternative schools and alternative programs are well known in the community, but not always positively evaluated.
    - The term "educational voucher," inserted into the list of existing schools and programs was only known to 23% of respondents in the resident sample and 38% of respondents in the parent sample.
    - When these terms were known the respondents had little basis for evaluating them. The term "educational voucher" seems to have no positive image. The term "alternative schools" has a positive image with 16% and a negative image with 4%.
3. After explaining the voucher idea, people usually respond favorably.
    - About half said it was a good idea, only 15% said it was a poor idea.
    - Other questions like, "Would you personally welcome it?" and "Should the district apply for such a program.....?" gave similar proportions of 50-70% supporters and 12-15% rejectors.
4. Most respondents see the City district as doing a good or fair job, and would give most of those involved "more power." Those respondents who think the teachers are doing a very good job, and who are also very satisfied with their schools, tend to support the voucher idea. Dissatisfied respondents tended to regard the voucher idea as poor.

These two surveys could only mirror the situation at the study time. The Rochester Teachers Association's stand against the plan was well known among the teachers who completed the questionnaires mostly together at the Wednesday afternoon faculty meeting with no Alternative Schools Study staff member present. Such group situations give different results than person-to-person interviews in the privacy of the respondents' homes. The widespread assumption that the voucher "experiment" would lead to a major turmoil will also have influenced the results towards a rejection for Rochester. Thus, these findings may reflect many discrepancies and even misconceptions, but indicate what the various respondent groups thought of the issue in December 1972.

## VIII. CONCLUSIONS

As the Study progressed, the Staff found that most of the individuals and organizations they contacted were generally open-minded and honest when voicing either support or opposition to the program. The major exception was the leadership of the Rochester Teachers Association (RTA), which persistently refused to consider the possibility that the program could have any merit.

While the majority of teachers in the Rochester City School District held firmly to the RTA line in their opposition toward any form of voucher demonstration, a significant number of those opposed to the plan said consistently that given more time to study and offer input on successive drafts of the proposed model and considerably more time to plan for implementation, they might become supportive.

Although many community organizations voiced concerns, several publicly stated their support. Notable among these are the Northeast Area Development Association, the 19th Ward Community Association, the Community Schools Council, and the Brookings Urban Policy Conference.

Our Study further indicates that a significant number of parents have become aware of the voucher concept, and most have agreed that:

1. Alternative educational programs present a viable educational innovation.
2. The City School District is desperately in need of financial support to continue and expand innovative programs of all types.
3. City School District educators are doing a "fair-to-good" job of educating children.

4. Parents are generally satisfied with the existing alternative schools operating within the City School District.
5. Parents should have the opportunity to choose the educational program and school which they feel best meets the educational needs of their children.'
6. The voucher system would not be a threat to teacher performance.
7. The voucher system would not provide a mechanism which would bring about increased school segregation.
8. The voucher system would not be a great threat to the public school system.
9. Technical problems created by the implementation of the voucher system would not be insurmountable.

Our Study shows, however, that many city residents of school-age children know very little about the proposed voucher model. Because of strong opposition from the Rochester Teachers Association and subsequent newspaper coverage resulting from the controversy generated by that organization, these residents have either voiced modest opposition to the plan or have not taken a stand at all. The RTA had immediate access to ready-made arguments against the general concept of vouchers through its state and national affiliates. Since the voucher Study Staff was attempting to develop a very specific voucher model quite different from other models which have been heretofore proposed, the RTA, in many instances, presented arguments against concepts which, in fact, were never inherent in the proposed Rochester model.

The misinformation generated by other organizations and individuals also created problems. For example, various spokesmen suggested that the Rochester model would "open the door to participation by private and parochial schools," and that "parents would acquire the right to hire and fire teachers." At no time during the Feasibility Study was consideration given to these provisions. In fact, the Board of Education entered the contract to do the Feasibility Study contingent upon OEO acceptance of the concept of an all public demonstration. A careful examination of the "Teachers' Rights" and "Parents' Rights" sections of the proposed model (Volume II) should make it clear that in the voucher system, parents would not acquire the right to hire and fire teachers.

Opponents of the system raised many other objections which must also be given consideration. The most wide-spread objection was shared by people who otherwise supported the program: the general feeling of fatigue felt by almost every Rochester parent, teacher, and student. The community in general appeared weary from too many educational changes brought about too quickly with too little evaluation before the change occurred. Most people expressed the wish to rest a bit, to catch their breath, before another change was put into effect. Other major objections were voiced as follows:

1. Doubts regarding the stability and longevity of the Federal Office of Economic Opportunity
2. Teacher fears about increased accountability, community control, etc.
3. Parent fears that the voucher system would not result in increased parent involvement
4. Teacher concern that parents would not be able to make choices wisely

5. Mistrust of the school district's desire to offer parents real educational alternatives
6. The additional administrative costs that would be required to implement the program
7. The continued necessity to use some local funds to support the already-existing alternative schools

Some of these objections were addressed in successive revisions of the original draft proposal. For example, the "Teachers' Rights" section of the proposal was strengthened in accord with teachers' suggestions. A parent information and training component was added to assist parents in learning how to make informed choices. A "Parents' Rights" section was added to the proposal which guaranteed parents certain rights--most signnificantly, the right to be involved in program development in their individual schools. In addition, the Staff attempted to minimize administrative costs and to channel the largest possible share of the OEO funds into the participating schools.

## IX. RECOMMENDATIONS

Generally, the Rochester School Alternative Study Staff feels that the proposed voucher program is feasible and could be successfully implemented in the Rochester City School District if carefully planned and coordinated. The Staff is also convinced that the positive advantages of the program--especially as they relate to the potential for educational growth in the District--outweigh the potential disadvantages. However, the Staff feels that, for the voucher program to be truly successful, parents, teachers, and other groups directly affected by a demonstration must be meaningfully involved in its planning and implementation. We feel that initiating this program in September, 1973, as originally intended would not allow enough time to ensure such participation. The Staff believes, moreover, that if the Board should elect to implement a demonstration twelve months later, these groups could be more meaningfully involved.

Specifically, the Staff feels that postponing implementation of the program in order to extend the planning period would offer several advantages. It would:

A. Allow parents, teachers, and the community in general to gain a fuller understanding of the proposed model

B. Provide sufficient time for extensive involvement of parents and teachers in program development

C. Strengthen the alternative programs that will be made available

D. Allow the District additional time to assess the potential value and impact of the program

E. Allow the District to revise, if necessary, the demonstration area according to school/community sentiments

F. Provide the time necessary to build higher levels of cooperation between parents and teachers

G. Allow time for federal reorganization to stabilize

H. Provide funds for valuable planning and program development within individuals schools

I. Provide parents with more time to adjust to another innovative program

In discussions with the Federal Office of Economic Opportunity, OEO expressed a willingness to finance a twelve to fifteen-month planning period, provided the Board of Education officially expresses its intent to implement a demonstration in 1974-75.

The Staff of the Rochester Schools Alternative Study recommends that the Rochester City School District commit itself to the implementation of a voucher demonstration in the 1974-75 school year. This commitment should be contingent upon successful negotiations with the United States Office of Economic Opportunity in regard to funding of a fifteen-month planning period and a one (1) year implementation period which would begin upon completion of the planning period.

# TABLE OF CONTENTS

## Volume II

Page

INTRODUCTION ........................................ 1

SUMMARY OF THE PRE-PLANNING, PLANNING AND IMPLEMENTATION STAGES ........................................ 7

I. ALTERNATIVE SCHOOLS OFFICE ........................ 18

II. TENTATIVE DEMONSTRATION AREA ........................ 20

III. TEACHERS' AND PARENTS' RIGHTS ........................ 21

  A. Teachers' Rights ........................ 21
  B. Parents' Rights ........................ 25

IV. PROGRAM DEVELOPMENT ........................ 28

  A. School Autonomy ........................ 28
  B. Program Development ........................ 28
  C. Instructional Services ........................ 29
  D. Special Education ........................ 30

V. NEW SCHOOLS ........................ 33

  A. Preliminary Proposal ........................ 33
  B. Submission of Proposal ........................ 34
  C. Board of Education Approval ........................ 37

VI. ADVISORY COMMITTEE ........................ 39

VII. REQUIRED INFORMATION ........................ 41

VIII. VOUCHERS ........................ 43

  A. Computing the Value of the Basic Voucher ........................ 43
  B. Supplemented Vouchers ........................ 44
  C. Voucherizing Central Services ........................ 46

IX. INFORMATION DISSEMINATION ........................ 48

X. ADMISSIONS ........................ 49

  A. Squatters Rights ........................ 49
  B. Over-Applied Schools ........................ 49
  C. Founders Rights for New Schools ........................ 50
  D. Desegregation ........................ 50
  E. Voucher School Enrollment (Special Considerations) ........................ 52
  F. Transportation ........................ 53

XI. TITLE I AND OTHER CATEGORICAL AID ........................ 54

XII. TRANSFER POLICY ........................ 56

XIII. EVALUATION ........................ 57

XIV. EPILOGUE ........................ 60

## INTRODUCTION

The program proposed in this report should encourage the development of many new public school alternatives. These schools will be open to all participating Rochester parents, rich or poor. By allowing parents to choose the educational program they think best for their child, it should make it possible for parents to translate their concern for their children's education into action. If either the parents or their child feel that the present school does not meet the child's educational needs, he can go to another. By stimulating both active parental interest and educational variety, this program should improve education in the Rochester public schools taking part in the demonstration.

Within this proposed educational system, the Rochester Board of Education would issue to parents a voucher which would be worth approximately what it costs the District to educate a pupil for a year. Parents would bring their vouchers to the Board for cash to operate their programs. Thus, school budgets would depend largely on their enrollment (*i.e.*, parental satisfaction with a particular school's program).

With such a program:

A. Parents could have a greater freedom of expression since they would be able to choose the schools their children would attend.

B. Parents would be able to assume a more significant role in shaping their children's education through the exercise of this choice, thus creating in both parents and children more positive attitudes toward the schools.

C. A range of choices would become available: new school programs of all types -- traditional or innovative -- could come into existence.

D. Administrators and teachers could plan curricula which best meet the needs of their students and which reflect their own educational approaches.

E. A form of educational accountability would be introduced since parents would be free to withdraw their children and the money it costs to educate them from any school with which they were dissatisfied.

For Rochester, the most significant goals of the program are:

A. To make more educational options available to public school children and, by doing so, demonstrate that educational quality can be improved in a variety of programs.

B. To increase parental satisfaction with the public school system by allowing parents to choose the type of school they feel best meets their children's needs.

C. To improve the quality of education in Rochester by giving teachers and administrators the additional flexibility and resources they need to develop programs compatible with their particular skills, abilities and interests.

## GENERAL DESCRIPTION OF THIS PROPOSAL

A. During a fifteen month planning period (May, 1973-August, 1974), each participating public school (*i.e.*, its administration, faculty, and parents) will develop its own educational program or programs using funds provided by OEO.

B. In the planning period and during all stages of the demonstration, the Board of Education will encourage the development of new public schools based on petitions by individuals, community groups, groups of parents, and/or groups of teachers. Developmental funds will be provided by OEO.

C. An Advisory Committee composed of parents, teachers, administrators, and other relevant interest groups within the demonstration area will be formed to advise the Board of Education on important decisions relating to the program.

D. All schools participating in the demonstration, whether existing or newly formed, will be accountable to the Board of Education and will be governed by four voucher demonstration regulations. In addition, they will have to abide by state and local law, and rulings of the State Commissioner of Education.

E. A child will be considered a participant in the voucher demonstration if he either lives in the demonstration area or attends schools there.

F. The parents of each participating child will receive a voucher. There will be two types of vouchers issued: a basic voucher provided with City School District funds and a voucher supplemented with OEO funds.

G. The parents of each participating child will receive verified information about each participating school to assist them in choosing their child's school.

H. Community Information Workers will be available to parents to provide them with information about the alternatives available to them and to assist them in the mechanics of filling out application forms.

I. The parents of each participating child will select a school from among those participating in the demonstration and take their voucher to that school. No parent will be forced to participate in the demonstration.

J. The operating budgets of buildings and mini-schools will be determined largely by the number of vouchers they receive. A building's utilities and maintenance costs, however, will not be affected. Each participating school will determine how it will allocate its budget.

K. Children will be allowed to transfer from one participating school to another at quarterly intervals. When a child transfers, the value of his voucher will be pro-rated, and his voucher funds will be distributed equitably among the schools he attends.

L. During the demonstration, both OEO and the District will conduct separate evaluations of the program. OEO will evaluate the program from an over-all perspective, and the District will receive funds to conduct its own independent, locally-developed evaluation.

## RATIONALE FOR A THREE-STAGE PROPOSAL

When Rochester residents are asked how they feel about their public school system, they frequently mention the numerous changes that have recently taken place. "First there was Reorganization. Then Re-reorganization. Now it's something else. When will it all end? We're sick and tired of changing everything every year."

A feeling of pride in their city, mixed with anger, frustration, exhaustion, and reluctance to start new educational programs quickly, is so pervasive that it is fair to say that few citizens contacted by the Study Staff were enthusiastic about instituting a modified voucher system in the 1973-74 school year. Though many parents and community groups reacted with varying degrees of enthusiasm for the modified voucher system, virtually all recommended to the Study Staff that such a program not be implemented in 1973-74. They also felt strongly that the Rochester Board of Education should implement a modified voucher program only if the U.S.Office of Economic Opportunity were to provide the District with sufficient time and money to acquaint residents and staff with the new program and to plan in detail for its implementation.

For these reasons, the Study Staff is recommending to the Board of Education that it commit itself to implementation of the program in the 1974-75 school year, but that it do so only if OEO makes available to the District sufficient funds for a planning period extending from April 1, 1973, through June 30, 1974. The program would not become operational until September, 1974.

## OVERVIEW: THE PRE-PLANNING AND PLANNING STAGES

In principle, the voucher system is simple to understand. Vouchers are a different way of getting money to schools. Parents, instead of a District's Central Office, determine whether a school's budget is to be large or small. This simple mechanism -- allowing parents to allocate their share of educational dollars to schools of their choice -- will increase the range of program alternatives available to Rochester children, give rise to programs better tailored to the reeds of students, and change the way teachers relate to each other, to school administrators, and to parents.*

While the idea behind a voucher system is not at all complicated, actually putting the program into operation -- superimposing it onto the existing system -- is not at all simple. Proper implementation will demand a serious and concerted effort on the part of the Board of Education, the Alternative Schools Office, principals, teachers, and parents:

A. Parents and teachers must come to understand how the system works and begin establishing new relationships.

B. Teachers must think through their programs carefully and describe them accurately and concretely.

C. People wishing to "pool" their vouchers and start new public school alternatives must be given assistance.

D. Alternative Schools Office must inform parents of the available options.

E. Applications must be completed and processed, and money must be funneled efficiently to participating schools.

Accomplishing these tasks in a year and a half will require money, planning, patience, and work. The summary that follows describes the tasks that will have to be completed by September, 1974.

---

* Vouchers should affect teacher-teacher, principal-teacher, and parent-teacher relationships in education. Teachers planning programs (mini-schools) will have to work closely together. Principals will have to cooperate more with their faculties, since, if they do not, teachers may move to schools more to their liking. Vouchers should also encourage faculties to work more closely with parents, since, if they do not, parents, too, can change their children's schools. By substituting a voluntary parent-school relationship for an involuntary one, vouchers should bring a new sense of purpose to public education.

## SUMMARY OF THE PRE-PLANNING, PLANNING, AND IMPLEMENTATION STAGES

### PRE-PLANNING (April-June, 1973)

1. An Alternative Schools Office (ASO) will be formed to oversee the various aspects of the pre-planning, planning, and implementation stages. (See Section I)
2. During May-June, 1973, the program will be studied in detail by the faculties and parents of the following schools: #1, 2, 3, 4, 6, 14, 16, 23, 29, 37, 44, 46, 52, and 58. These fourteen schools have been tentatively designated as the schools which will participate in pre-planning, planning, and implementation. However, during the pre-planning stage, this list of schools may change. New schools may be added to the list; it may be decided that some of the schools listed above will not participate. (See Section II)
3. A training center for parents and teachers will be established by the ASO. The faculties of the schools listed above, other faculties expressing significant interest in the program, and parents having children in these schools will receive two days of general orientation on the voucher program. During this orientation, the following subjects will be discussed:
    a. Program goals and objectives
    b. How the voucher system can attain these goals and objectives

   c. The roles of parents, teachers, and administrators in voucher schools
   d. Ways in which voucher schools may be organized
   e. The kinds of programs that could be created
   f. Strengthening of neighborhood schools by the creation of mini-schools
   g. Teachers' and parents' rights (See Section III)

4. While the orientation of teachers and parents is proceeding, principals and Central Office staff will also learn about the voucher program.
5. Schools that commit themselves to participating in the planning and implementation stages will receive their first no-strings-attached grants for program development. It is anticipated that these first grants will be approximately $3,000 per school. (See Section IV)
6. At the end of the pre-planning period, a final list of participating schools will be drawn up.
7. Systems-development work will begin. This includes such things as establishing methods for following pupils and teachers, developing budget and application forms, and determining the value of the vouchers that children receive.
8. After securing Board of Education approval, procedures and guidelines for establishing new public schools will be published.
9. Individuals, groups, or non-profit organizations interested in establishing new public schools will apply to the Director of the Alternative Schools

Office for preliminary planning grants. Initial grants will be $100-$500. Any applicant receiving such a grant will report to the Director of the ASO as to how these funds were spent. The deadline for requests for these grants will be June 30, 1973.

Failure of any applicant to receive a preliminary New School Planning Grant will not prevent the applicant from submitting the more detailed new-school proposal, nor will it mean that the applicant cannot establish a new public school with Board of Education approval. (See Section V)

THE PLANNING PERIOD (July, 1973 - August, 1974)

1. A committee of Rochester residents will be elected/appointed as an Advisory Committee for the Alternative Schools Demonstration. This Committee will have the following composition:
    a. 50% parents (one parent elected by the parents of each participating school)
    b. 30% teachers and administrators (teachers will be elected by teachers in the participating schools; at least one principal will be elected by the participating principals)
    c. 20% Rochester Board of Education appointees

    This Committee will advise the Board of Education and the Director of the ASO on all administrative and policy matters relevant to the program. This Committee will not have the authority to determine or influence the curriculum policies of participating schools. (See Section VI)

2. Parent and teacher orientation will continue, and the parents and teachers of each participating school will jointly determine the programs their school will offer in the 1974-75 academic year. Decisions on program offerings will be made no later than August 31, 1973. The Director will provide no-strings-attached grants to each participating school for this purpose. Training facilities as well as specialists in instructional matters will be made available to participating schools.

3. Work will begin on a comprehensive school questionnaire which will be completed by participating schools and which will be the basis of a voucher schools catalogue describing the participating schools. The final catalogue will be distributed to all participating parents and teachers. This catalogue should enable parents to make informed decisions when selecting schools for their children.

   The kinds of information required, as well as the format of the catalogue, will be determined by the Advisory Committee.

   Participating schools will complete the questionnaire no later than November 30, 1973. Questionnaire information will be verified by the ASO no later than December 15, 1973. (See Section VII)

4. An individual or group that desires to establish a new public school will submit a proposal to the Advisory Committee and the Board of Education no later than October 31 for consideration for the next school year. On the basis of the proposal, the Board of Education, upon recommendation of the Advisory Committee, will decide by November 20 whether or not the applicant shall receive a planning grant, not to exceed $5,000. The proposal for a planning grant shall describe in detail the proposed philosophy, curriculum, program structure, staffing patterns, and size of the proposed new school. The applicant must demonstrate that the proposed new school conforms with all state and local laws and codes; he must also agree to abide by all voucher school regulations. A Board of Education decision on whether or not to allow the establishment of a particular new public school will be made no later than February 28.

5. Each participating school must abide by the following four rules in order to be eligible to receive vouchers:

   a. No school may discriminate against pupils or teachers on the basis of race, religion, economic status, country of origin, sex, or ability. Voucher students may apply to any participating school. If a participating school has fewer applicants than spaces, it must accept all applicants.

b. Where more students apply than can be accepted, the school will adopt the following procedure:
   (1) Enroll pupils currently attending, and their younger siblings entering school for the first time, if they apply. (This is called "squatters' rights.")
   (2) Select applicants to fill the school's remaining places on a fair and impartial basis; for example, by lottery.

   Although equal access of all students to participating schools is a requirement, newly-created public schools must be allowed to select a portion of their incoming students in a non-random fashion to insure the placement of children whose parents created the school. These founding parents will have the right to enroll their children, provided the school has enough spaces to guarantee the placement of twice the number of students given "founders' rights."

c. Participating schools must accept the voucher as payment in full for all educational services provided by the school. No school may require parents to make additional out-of-pocket payments.

d. All schools must make information available to the Director of the ASO concerning the school's basic philosophy of education, curriculum, number of teachers, teacher qualifications, physical facilities, financial position, pupil progress, _etc_. In summary, the school must provide sufficient information to enable parents to make an informed decision when they select a school.

6. Individual school staffs will continue to work on program development for the following school year using no-strings-attached grants for the purpose. In the entire planning year, it is anticipated that each participating school will receive no-strings-attached grants totaling $25,000-$30,000. School staffs will involve themselves in whatever training they deem necessary to become familiar with new techniques they wish to incorporate into their programs. They will also purchase necessary equipment and instructional materials and plan for the most effective use of their physical plant.
7. Systems-development work will be completed. This includes school budget forms, applications, _etc._
8. In February, 1974, the parents of each K-6 participating child will receive a school catalogue and a school-application form/voucher.
9. Two kinds of vouchers will be issued: basic vouchers and supplemented vouchers. Basic vouchers will be worth the approximate average yearly cost of

educating a child in Rochester's public elementary schools. There will be two types of supplemented vouchers: supplemented vouchers for economically disadvantaged children and supplemented vouchers for other "educationally disadvantaged" children. Supplemented vouchers will be worth approximately $250 more than basic vouchers. The anonymity of children receiving supplemented vouchers will be guaranteed. (See Section VIII)

10. By the end of April, 1974, each participating parent will have completed and submitted to the school of his choice his child's application form/voucher. Community Information Workers will be hired to provide parents with information about the alternatives available to them and assist parents in the mechanics of filling out the application form/voucher. (See Section IX)

Parents may choose to enroll their children in any participating school -- existing or newly-established. (See Section X) Parents choosing not to participate in the voucher program will not be forced to do so. They may refuse to accept an application form/voucher and continue having their children assigned to their neighborhood school, or they may request from Central Office an assignment to a non-voucher school.

11. Parent application forms will be processed by the ASO no later than June 1[illegible] 1974. At that time,

parents will be informed of their children's schools, and schools will be given student lists and budgets. Each school's budget will be determined largely by the number of pupils enrolled. The number of pupils enrolled, however, will not affect a school's utilities and maintenance costs, nor, in general, will it decrease a school's level of Title I funding. (See Section XI)

12. The dollars allocated to participating schools by parents can be spent by the school in any legally acceptable way its administration, faculty, and parents jointly determine. However, these funds are to be spent to benefit all children in the school; supplemented voucher money is not to be used exclusively for the education of children who receive supplemented vouchers.

13. During the final stage of the planning period (June 15 - June 20, 1974), and the initial stage of the implementation period (July 1 - September 10, 1974), in-service training of teachers in participating schools will continue. Staffs will alter, refine, and finalize their educational programs in light of the estimated size and make-up of their student bodies.

IMPLEMENTATION (September, 1974 - June, 1975)

1. Parents will enroll their children in the schools they selected.

## V. METHODOLOGY

### A. Pre-service Staff Workshop, Cambridge, Massachusetts

#### 1. Background

Six members of the Rochester Schools Alternative Study Staff, plus the outside consultant who would conduct the school and community surveys, attended a three-day workshop at the Center for the Study of Public Policy in Cambridge, Massachusetts, on October 18, 19, and 20, 1972. The work sessions were coordinated and administered by the staff at the Center.

The primary objectives established for the Rochester Schools Alternative Staff participants are listed as follows:

a. To discuss and understand the implications of and approaches to the Study

b. To define and discuss specific responsibilities for each Staff member

c. To plan the dissemination of information

d. To develop priorities, strategies, and a timetable

#### 2. Analysis

Staff members agreed that a great deal was accomplished at this workshop, resulting in a much clearer picture of the entire Study and of each individual's role in it. By the last session, however, it became apparent that many during the school year. If, after the first year of operation, a parent wishes to change his child's school assignment for the 1974-75 school year, he may complete a new application form. All parents who wish to have their children continue in the school attended during the 1974-75 school year will be guaranteed placement in that school; they need not complete a new application form.

## SECTION I: ALTERNATIVE SCHOOLS OFFICE

### A. Demonstration Agency

The Rochester Board of Education will operate the voucher demonstration and have legal responsibility for all aspects of its operation. According to state law, the legal authority for all participating schools must remain with the Board of Education and the Superintendent of Schools and cannot be delegated.

### B. Staff Structure

The Administrative Director of the Alternative Schools Office (ASO) will be responsible to the Superintendent of Schools for the planning and implementation of the demonstration. He will have an administrative staff which will be totally funded by OEO. The ASO will coordinate all phases of pre-planning, planning, and implementation. The ASO shall:

1. Recommend demonstration schools to the Superintendent
2. Review new public school proposals; assist in determining eligibility for planning grants; recommend the participation of newly-established schools to the Advisory Committee and the Board
3. Make program-development grants available to demonstration schools and provide orientation for program participants
4. Establish and enforce uniform guidelines for pupil admissions and transfers
5. Be responsible for program information collection, verification, printing, and dissemination

6. Assist parents in understanding the program and familiarizing them with options available to them
7. Be responsible for fiscal and pupil accounting, matching pupils to the school of their choice, and keeping track of their location and cumulative records
8. Conduct a locally-designed evaluation of the project and act as liaison between the District and the contractor performing the national evaluation for OEO

## SECTION II: TENTATIVE DEMONSTRATION AREA

The City School District has tentatively designated Schools 1, 2, 3, 4, 6, 14, 16, 23, 29, 37, 44, 46, 52, and 58 to participate in the pre-planning, planning, and implementation stages of the voucher demonstration. These schools have a total enrollment of 7,588 students, of whom slightly more than 50% are eligible for the federal free lunch program (approximately 3,854 students). There are 4,669 minority students (61.5%) enrolled in these schools. These schools have an average excess capacity of 325 pupil spaces, with School #1 having the least number of excess spaces (167) and School #6 having the most (665). The maximum distance between demonstration area schools is six miles.

The City School District may revise this list of demonstration schools during the pre-planning period. If additional schools are designated, the District will enter into negotiations with OEO for additional planning and supplemented voucher funds. (See Appendix C)

## SECTION III: TEACHERS' AND PARENTS' RIGHTS

### A. Teachers' Rights

Full protection provided by the State of New York and Rochester Board of Education policy will continue to be extended to teaching employees participating in the demonstration. Specifically:

1. Teachers who participate in the demonstration shall retain all tenure and seniority rights and shall continue to accrue these rights during their participation in the demonstration.
2. Participating teachers shall have the right to choose where they wish to teach. They shall have maximum freedom possible to teach in a program that is compatible with their own educational background, skills, and philosophy.
3. Teachers shall have the right to participate meaningfully in all decisions affecting the development and operation of their school's program. The Board of Education, the Central Administration, and the Alternative Schools Advisory Committee shall not interfere with each school's program development process.
4. In the event that a school subdivides into mini-schools, each mini-school will have a separate budget. Teachers in mini-schools will have major responsibility for determining how their mini-school funds are utilized.

5. In the event that shifting enrollment patterns decrease a school's budget to the point where the salary of one or more teachers cannot be paid, the following procedures* will be employed:

   a. The District will assist the teacher in finding another school within the demonstration area which has additional staff needs and is mutually acceptable to the teacher and school principal. Under no circumstances will an opening created by a school's expansion be filled by hiring a new teacher until all salaried personnel are located in satisfactory positions.

   b. If no such position is available, the Board will undertake to find a suitable position elsewhere in the school district. (Again, staff vacancies will be filled first by the existing staff.)

   c. In the extreme case that there is no position available in the entire school district, OEO will provide the District with funds to support the teacher at his present salary level in a teaching assignment for the remainder of the school year and the following school year. Normal teaching staff

* We believe that these procedures will result in greater satisfaction in resolving matters of relocation for both teachers and schools than those procedures presently in effect.

turnover should insure that no teacher will lose his or her job. Contracts in force in the District assure a tenured teacher certain rights based on seniority which govern any decrease in total teaching staff. A teacher who is displaced as a result of a voucher demonstration still has the right to negotiated safeguards of employment. The salary guarantee is available to a teacher ONLY if he or she finds it a satisfactory mechanism; otherwise, other equitable means of guaranteeing employment will be investigated.

6. Teachers participating in the demonstration shall have the right to transfer out of the demonstration if they so elect. Teachers outside of the demonstration area shall have the right to transfer into available positions within the demonstration area if they so elect.
7. OEO funds will be made available to compensate participating personnel for the additional time spent in program planning and development.
8. Any grievance procedure over teachers' rights, working conditions, yearly evaluation, or dismissal shall be conducted through regularly negotiated and established channels. All teachers in participating schools shall be guaranteed their rights of grievance as specified in the

existing contract.

9. The Rochester Teachers Association will be considered the recognized bargaining agent for the teachers in Rochester. No separate bargaining or grievance procedures will be established for participating teachers as differentiated from non-participating teachers.

10. The Board of Education will ensure the establishment of procedures by which teachers may be informed of any aspect of the demonstration.

11. Since innovative teaching is encouraged by the demonstration, any program failures will not be considered grounds for dismissal of teachers, principals, or aides except for the reasons stated in the negotiated contract between the Board of Education and the Rochester Teachers Association.

12. Existing teacher evaluation procedures will take into consideration the teacher's involvement in a demonstration program.

13. Any changes in the opening and closing dates of participating schools will be uniform and determined with community involvement. In-service days will be used at the discretion of individual school staffs.

14. Teaching employees who participate in the

demonstration will be governed by the existing school system contract for teaching employees. All new positions created by the project will be classified according to the existing pay scale of the Rochester Public Schools.

15. Teaching employees will be paid for any vacation time spent working on program planning and development. Payment to parents for approved planning functions will also be provided. Existing City School District salary and wage guidelines will be followed.

These guarantees assure greater job security for teachers involved in the voucher program than for non-involved teachers. Currently, teachers displaced by enrollment decreases in their schools are reassigned to other schools, sometimes to ones in which they would prefer not to teach. This procedure is guaranteed only if vacancies exist and/or the displaced teachers have tenure. Moreover, if the District as a whole suffers a substantial enrollment decrease, displaced teachers without tenure currently are guaranteed a salary for only a sixty-day period.

Teachers in voucher schools will be guaranteed many rights, including the right to play a crucial role in educational decision-making. Furthermore, they will be guaranteed the right to transfer out of participating schools and, if displaced, be given a satisfactory job assignment contingent upon existing vacancies in the District.

## B. Parents' Rights

One of the basic objectives of the voucher program is to stimulate parental involvement and increase parental satisfaction with their children's schools. In order to accomplish this goal, participating parents will be guaranteed certain rights. The following guarantees are made to parents participating in the voucher demonstration:

1. The opportunity to participate meaningfully in program planning for their school
2. The existence of a reasonable range of educational alternatives from which to choose
3. The right to receive objective and verified information regarding the programs of participating schools
4. The right to keep their children in the school in which they are currently enrolled (It is our expectation that programs deemed satisfactory by parents prior to the demonstration will continue to be offered in their schools during the demonstration.)
5. The right to receive information and training regarding the mechanics of the voucher program
6. The right to create new public educational alternatives
7. Protection from arbitrary changes in school programs without adequate prior consultation and notification
8. Significant involvement in their school's program evaluation process
9. Access to evaluative data on programs in participating schools
10. The right to be notified of uniform pupil transfer

and suspension policies operating in voucher demonstration schools

11. Access to school budgets
12. The right to withdraw their financial support by transferring their children from schools which they perceive to be unresponsive to their children's needs
13. The right to transfer their child, at the end of any quarter, to any participating school that has vacancies

## SECTION IV: PROGRAM DEVELOPMENT

### A. School Autonomy

A voucher system requires that certain decision-making activities be decentralized and that schools be relatively autonomous in their mode of operation. A voucher system requires this because each participating school's budget is determined largely by parental choice. Therefore, a school's staff must be free to adjust its program and priorities to students' needs in a direct and timely manner. Unless there is an increase in school autonomy, particularly in matters of educational philosophy, curriculum, teaching methods, and student discipline, the basic objectives of a voucher program may not be attainable.

### B. Program Development

In order for parents and faculties to develop jointly educational programs in demonstration schools, the School District will request funds from OEO to facilitate this effort. Though we strongly believe that each school must develop its own procedures for involving parents and staff in the program development process, we suggest the following model:

1. Faculties in participating schools will first study the voucher concept in detail and then generate a list of programs or educational approaches which interest them. The District will request that OEO provide no-strings-attached funds for this effort.
2. Parents associated with participating schools will study the voucher concept in detail and then

generate a list of programs or educational approaches which interest them. Funds for this effort will be requested from OEO.

3. Faculty-generated program ideas will be distributed to parents associated with their school, and parent-generated ideas will be distributed to school faculty members.
4. Once the two groups have a good understanding of the voucher concept and of one another's suggestions, they will reach an agreement on how to develop mutually-desired educational options within their school.
5. Schools (faculties and parents) can decide either to remain "single purpose" (the entire school utilizes an educational approach) or to sub-divide themselves into "mini-schools." The term "mini-schools" means that, in effect, several different kinds of smaller schools (for example, a traditional school, an occupationally-oriented school, and a fine-arts-emphasis school) will operate within a single school building.

Grants for parents, teachers,and administrative orientation and program development will be allocated separately and in addition to the voucher monies that schools receive. These funds will be divided equitably among the participating schools.

## C. Instructional Services

In order to provide additional resources to already-existing schools which become part of the voucher demonstration, a staff of process and resource consultants will be available during the pre-planning, planning, and implementation period. These consultants will be available on request to teachers, principals, and parents of participating voucher schools. They will assist individual schools by offering services in the areas of curriculum development and management training.

Consultants will also be available to parents and teachers who want to start new schools. These consultants will assist groups in obtaining facilities which meet state and local requirements.

Consultants will be available on request, and their use by participating schools will not be mandatory. Process consultants will not espouse any particular instructional philosophy or theory but will be expected to assist schools in the development of their own alternative instructional programs. The City School District Division of Instruction will become the agency providing these services.

## D. Special Education

The needs of children in special education programs must receive careful consideration in the design and implementation of the voucher demonstration. Like all children, special education students have a wide range of abilities, demonstrate a variety of learning styles, and can benefit from participation in the alternatives which are created.

Regulations of the Commissioner of Education mandate various aspects of administration, programming, and instruction for educationally-handicapped students. (The Commissioner of Education, for instance, mandates that special classes for the educationally-handicapped be housed in schools where there are regular classes of students of comparable ages.) Some regulations are relatively rigid and inflexible; others offer general guidelines for programming and instructional content. Where alternatives are possible, the specific needs of the children will be the determining factors shaping the programs.

Currently, special education children are either concentrated in large numbers of self-contained classrooms in one or two schools or are scattered around the city in self-contained classrooms wherever space is available. Pupil assignment varies from totally self-contained special education classes, to special education classes with students partially integrated into regular classes, to special education students totally integrated in regular classes with resource-teacher assistance. In many instances, this situation has caused special education children to be moved from one building to another from year to year.

In the proposed design, parents of special education children will have the option of having their children partially or totally integrated into any of the alternatives that would be made available in the demonstration schools.

We realize that in many cases special education students will not be able to participate fully in the regular voucher school programs. We feel, however, that, in most cases, special education children will benefit from at least some aspects of the alternative programs. Parents of special education children will therefore have the option of having their child remain in a self-contained special education classroom or of having him participate in a "regular" alternative program compatible with his interests, needs, and abilities. Each voucher school will be required to give a detailed statement describing how it will provide for the educational needs of special education students. Each voucher school will be expected to provide at least one resource classroom for the use of special education students who apply. The City School District will provide special education resource teachers for these classrooms.

The success or failure of such an effort will depend on the extent to which Central Office, special education staffs, and individual special education teachers assist voucher school faculties. With the additional resources made available by OEO funds, it will also be possible for demonstration schools to offer meaningful alternatives in self-contained special education classrooms.

It will also be important for the District to provide competent special education counselling to parents to help them understand the special needs of their children and to help them appraise the advantages and disadvantages of the various programs.

## SECTION V: NEW SCHOOLS

In order to expand the range of educational alternatives available to parents, the District will cooperate with any individual, group of individuals, or non-profit organization wanting to establish a new alternative public school. Such schools will be established by, and be responsible to, the Board of Education. The Board may establish memoranda of agreement regarding the operation of such schools, such as the memoranda currently in force and in effect between the Board and the World of Inquiry and the Interim Junior High School.

### A. Preliminary Proposal

Any individual, group of individuals, or non-profit organization (applicant) may submit a preliminary proposal to the Director of the ASO. This preliminary proposal shall include at least the following information:

1. The age-group the school will serve
2. An estimate of the desired number of students to be enrolled
3. The desired teacher/student ratio
4. The type of facilities desired
5. Demonstration of interest and need for the type of school proposed
6. The degree of community participation anticipated
7. A statement that all state and local educational and voucher program requirements will be satisfied

Upon demonstration of financial need, the ASO Director may, at his discretion, authorize a preliminary grant of money, not to exceed $500, for the further development of a comprehensive proposal to be submitted to the Board. Any applicant receiving such funds shall be accountable to the Director for their expenditure.

Failure of any applicant to receive a preliminary grant shall not be construed as a rejection of his proposal and shall in no way prejudice the right of the applicant to submit subsequent proposals to the Board. At all stages of proposal preparation, ASO staff will be available to assist the applicant.

## B. Submission of Proposals to the Board of Education

Each applicant seeking to organize a new public school under these guidelines shall submit a proposal to the Board not later than October 31 for consideration for the next school year. On the basis of the submitted proposal, the Board shall decide by November 30 whether or not the applicant shall receive a planning grant. Amendments and/or supplements to the proposal will be considered by the Board at any time up until two weeks prior to its decision.

Proposals for planning grants must contain the following information:

1. Program Description
    a. Statement of Purpose. This section shall include a statement of the philosophy of the proposed school, a description of the educational program to be offered, and the ways in

which the school may be expected to differ from programs offered in other participating schools. The applicant shall indicate how the school's goals are compatible with the Rochester, New York, City School District "Statement of Philosophy and Goals."

b. Curriculum Description. The proposed curriculum shall conform to state statutory and regulatory guidelines. A description of materials required to implement the proposed curriculum shall be included. Such curriculum description shall outline the program but need not include a description of implementation procedures on a day-to-day basis.

c. Structure of Program. This section shall include a description of the way in which classes will be organized. (Will students remain with one teacher during the day? Will students move in a group from one teacher to another?) This section shall also include a description of how each child's progress will be monitored and communicated to the students and their parents.

2. School Facilities and Administrative Organization

   a. Size. The proposal must demonstrate that the applicant has secured at least 25 voucher commitments and has a minimum enrollment capacity of 50 pupils. Furthermore, the proposal shall state the desired enrollment of the school and a time-table for reaching that enrollment. The applicant shall also include in this section a detailed description of pupil recruitment procedures. These procedures shall conform to local voucher guidelines and state law.

b. Location. This section shall include a description of the desired site, stating:

(1) Whether the school will be housed in an existing school building
(2) Whether any renovations are required or desired
(3) The estimated cost of such renovations
(4) The terms of any lease or purchase agreement desired
(5) Anticipated operating costs including heating, electric, and custodial services

All plans and specifications shall conform to the city and state building codes. Every effort will be made to locate school programs within present City School District facilities.

c. School Administration. This section shall include a detailed description of the way in which the school will be administered, including the duties and responsibilities of the program administrator, teachers, other program personnel, parents, and students. The way in which the school is administered shall be consistent with state law and the Board of Education/Rochester Teachers Association contract.

d. Personnel. The proposal shall include a detailed description of the anticipated staffing pattern for the minimum proposed enrollment (50) and job descriptions for all teaching personnel. This section shall also include an estimate of additional personnel needed and plans for modifications in the staffing pattern required by the growth of the school to its desired size. Personnel patterns and job descriptions shall not conflict with state law or the existing contract between the Board of Education and the Rochester Teachers Association.

e. Budget. The applicant shall submit a budget based on the number of voucher commitments it has received at the time of application and a budget which reflects maximum desired enrollment. The District will provide instructions for proper budgeting and auditing procedures.

## C. Board of Education Approval

The Board shall select applicants by the following criteria:

1. Their proposals meet all previously stated requirements.

2. Their maintenance costs are reasonable in terms of the average maintenance costs for schools of the same size in the District. (OEO funds will pay rental and maintenance costs for new schools not housed in already-existing public school buildings. Funds for this purpose will be allocated to schools separately from their voucher monies.)
3. Their arrangements for securing space are satisfactory to the Board.
4. Their programs and admission policies are in accord with all state and federal laws, the four voucher regulations, and established Board of Education policies with respect to desegregation and racial isolation.

Those applicant groups selected shall have no religious affiliation and shall not discriminate against any student or teacher on the basis of religion, race, color, creed, or sex.

The Board shall publish and distribute these guidelines in a clear and concise form by April 20 of any given year.

## SECTION VI: ADVISORY COMMITTEE

A committee of Rochester residents will be elected/appointed as an Advisory Committee to the Board of Education for the Alternative Schools demonstration. This Committee will have the following composition:

1. 50% parents:
   One parent will be elected by the parents of each demonstration school.
2. 30% teachers and administrators:
   Teachers will be elected by teachers in the demonstration schools; at least one principal will be elected by demonstration principals.
3. 20% of this Advisory Committee will be appointed by the Board of Education.

This Committee will consider policy which generally affects the administration and regulation of the demonstration. It will not have the authority to direct individual schools in specific administrative and instructional matters.

The Advisory Committee will act as a sounding board and community resource while the program is being developed and implemented. It will be an objective informational body and will work with the ASO Director in system-wide matters affecting the demonstration. One of its functions will be to make policy recommendations to the School Board regarding the demonstration and to work closely with the ASO Director and his staff in making decisions about the implementation of the program. Among other things, the Advisory Committee will recommend to the Board:

1. Explicit criteria for distributing start-up funds in addition to those agreed to by OEO and the District
2. Particular groups which they feel should be given start-up loans or grants
3. Explicit criteria for determining already-existing schools eligible to participate in addition to those agreed to by OEO and the District
4. Particular schools which they feel should be deemed eligible for participation
5. The kinds of information to be collected and disseminated to parents and a format for a descriptive school catalogue containing this information

The Alternative Schools Advisory Committee will also advise the Board of Education on other, but as yet unidentified, matters relevant to the demonstration.

## SECTION VII: REQUIRED INFORMATION

At a minimum, each participating school will be required to supply the following kinds of information:

A. Educational Philosophy and Program: A statement by each school describing its philosophy, objectives, techniques, general rules and regulations, and availability of instructional materials

B. Staff Profile: A description of the teaching and administrative staff, including years of service, educational background, specialties, etc.

C. Budget: A tentative breakdown of the school's budget, indicating how compensatory monies are to be expended and amounts to be spent on salaries, equipment, materials, etc.

D. Governance: A description of how policy decisions will be reached, including the manner in which parents will participate in this process

E. Class Size: The anticipated number of children per teacher, number of paraprofessionals, and total number of children per adult

F. Evaluation: A statement explaining how the school's program and students will be evaluated: Will students be graded? How will parents be informed of their child's performance? Will children and/or parents participate in the evaluation of the program? If so, how?

G. Communications: A description of how the school intends to communicate with parents, including written notices, meetings, conferences, home visits, etc. This statement will include some indication of the desired level of parent involvement. The school may expect supervision of homework assignments, attendance at P.T.A. meetings, membership on various school committees, etc.

H. Other Information: Privilege of submitting to the ASO additional information which it considers important for parents to know. Furthermore, as the demonstration proceeds, additional information may be required in response to requests from parents and/or teachers.

## SECTION VIII: VOUCHERS

Two kinds of vouchers will be issued: basic vouchers and supplemented vouchers. Basic vouchers will be worth approximately the amount of money spent per child by the Board at the elementary level during the 1973-74 school year. In determining per pupil cost, all system-wide expenditures for services other than instruction will be excluded.

Supplemented vouchers will be allocated to students from low-income families and also to non-poor students who have demonstrated special educational needs.

When schools collect their vouchers and redeem them for cash, the additional revenue they receive from supplemented vouchers will enable them to hire supplementary staff or purchase new materials.

THE ANONYMITY OF CHILDREN WHO RECEIVE SUPPLEMENTED VOUCHERS WILL BE GUARANTEED. It is important that the recipients of supplemented vouchers not be publicly identified. Supplemented voucher recipients will be identified by the City School District Division of Business Affairs solely for budgetary purposes.

Supplemented voucher monies can be spent by voucher schools in any legally acceptable way their administration, faculty and parents desire. These funds will be spent to benefit all children in a school, not exclusively those children who receive supplemented vouchers.

### A. Computing the Value of the Basic Voucher

The dollar value of the basic voucher will be determined by dividing the 1973-74 elementary school instructional budget by the number of elementary school students in the city, with adjustments for cost-of-living increases. The budget figure being divided will be exclusive of the costs of most central administrative services, Board of Education costs, pupil transportation, plant operation and maintenance, various title monies or other grants, debt service, and other such costs as may be deemed impractical, inefficient, or illegal for individual demonstration schools to secure with voucher funds.

## B. Supplemented Vouchers

Because of the complexity of the educational and social problems facing many City School District children, two types of supplemented vouchers are needed.

We propose that OEO supplement the vouchers of children whose families are eligible for federal free lunch programs and, also, the vouchers of "educationally disadvantaged" children. These supplemental funds will increase the value of the basic voucher of children from low-income families by $250 and the value of the basic voucher of "educationally disadvantaged" children by approximately $200-$250.

OEO requires participating school districts to request from them a fixed amount of supplementary voucher money prior to implementation. Because of this, we propose the following procedure for requesting OEO supplementary voucher money:

> For each child in the demonstration area who is eligible to participate in the federal free lunch program, the District will request $300 from OEO.

For the first year of the demonstration, the total amount of OEO compensatory funds requested will be the product of the number of eligible children in the target area times $300.

1. Supplemented Vouchers for Children From Low Income Families

   Supplemented vouchers of $250 per pupil will be issued to children from low-income families. These children will be identified in one of the following ways:

   a. Children who are receiving either Aid For Dependent Children or Home Relief
   b. Children who have signed up for the federal free lunch program
   c. Children whose parents certify eligibility for a supplemented voucher by meeting federal free lunch eligibility requirements but who have not signed up for it

2. Non-poor Educationally Disadvantaged Children

   In an effort to provide special educational services and programs for underachieving students who do not qualify for compensatory voucher funds on the basis of family income, the following eligibility mechanism will be established:

   Demonstration area children who are achieving at or below the twenty-third percentile* on either the Metropolitan Reading Readiness Test or the New York State Pupil Evaluation Profile test will receive supplemented vouchers, whose value ($200-$250) will depend on the ratio of the number of children in this category to the amount of supplemented voucher money available.*

---

*As standardized by New York State Norms

Although the Metropolitan Reading Readiness test is administered only in grade one, and the New York State Pupil Evaluation Profile test in grades three and six, current research has demonstrated that most children scoring below the twenty-third percentile at any of these given levels will continue to underachieve at a comparable or lower rate for the years these tests are not given (grades two, four, and five).

### C. Voucherizing Particular Central Services

In nearly all public school systems, central administration provides services in such areas as counselling, curriculum, payroll, personnel, purchasing, etc. Usually the rationale for providing these services centrally is to increase efficiency. However, considerable frustration at the building level often results from the centralization of certain services. To reduce this frustration, participating schools will have the right to decide whether or not they will use particular central services. If a school (its administration, faculty, and parents) considers the provision of a central service inefficient or inappropriate, or otherwise not meeting its needs, that service will be voucherized and the school will be allowed to secure that service elsewhere with its voucher money.*

---

*The value of the supplemented voucher for non-poor educationally disadvantaged children will be computed by dividing the total number of such children participating in the program into a dollar amount which is the product of $50 times the number of poor children receiving supplemented vouchers. In no case will this type of supplemented voucher be worth more than $250.00 (the supplemented voucher value for poor children).

---

*By "voucherizing" the services of certain central office personnel such as psychologists, audio-visual specialists, etc., school faculties will have greater flexibility and decision-making power while retaining the option of purchasing certain services outside the City School District within the guidelines of existing state legal mandates.

## SECTION IX: INFORMATION DISSEMINATION

A single, centralized educational information unit will be established under ASO auspices. This Information Agency will collect, verify, and distribute information to parents on participating schools and assist parents in completing their school application forms. The Information Agency will also perform such functions as:

A. Counselling parents

B. Determining the type of information made available to the parents

C. Handling complaints

D. Providing information on uniform transfer, suspension, and admission policies

The information unit will inform parents of the alternatives available to their children through written notices, public meetings, media presentations, and existing community organizations. Furthermore, a group of knowledgeable Community Information Workers, some with bilingual ability, will conduct an outreach program to ensure that every eligible parent is contacted. Wherever possible, Community Information Workers will be residents of the demonstration area, familiar with the people and culture of the community they serve. Spanish-speaking Information Workers, as well as those fluent in other languages, will be employed as needed to insure adequate communication with non-English speaking families.

## SECTION X: ADMISSIONS

Since one of the key elements of a voucher system is parental choice, a carefully-designed admission procedure to maximize parental satisfaction is essential. The following enrollment system will be used in Rochester.

### A. Squatters' Rights

Each child enrolled in a certain school will be guaranteed the right to remain in that school. A voucher program will not force parents to place their children in schools other than the ones they now attend.

We are convinced that any admissions system that would remove from their school otherwise-satisfied students and their younger siblings entering school would be wholly unacceptable in Rochester. Therefore, children currently in attendance at a given participating school, and their younger brothers and sisters entering school for the first time, will be guaranteed the right to attend those schools (squatters' rights).

To accommodate in their neighborhood schools kindergarteners who do not have older siblings already in attendance, the ASO will make every possible effort to insure those parents sufficient kindergarten spaces.

### B. Over-Applied Schools

In the event that a given school is over-applied, steps will be taken to try to increase its size (mobile classrooms, classes in other buildings, etc.). For schools that still have more applicants than spaces, presently-enrolled pupils and their entering siblings who apply will be admitted first. The school's remaining places will be filled by a random-selection process.

## C. Founders' Rights for New Schools

Although equal access of all students to participating schools is a fundamental principle of the voucher system, new schools must be allowed to select a proportion of their incoming students in a non-random fashion to insure the placement of children whose parents helped create the school. These founding parents will be guaranteed the "founders' rights" of having their children admitted to the newly created school. This concept parallels "squatters' rights" in that it guarantees certain space in schools to certain children. However, in no case will "founders' rights" be extended to more than 50% of the projected enrollees of newly-created schools, and such schools must prove that they can actually accommodate their projected enrollment.

## D. Desegregation

The Rochester Board of Education is committed to the prevention of any increase in racial isolation in the city schools. It is our feeling that the implementation of a modified voucher system will not increase racial isolation but will, in fact, reduce its present level. To support this proposition, we cite the following:

1. Many educators believe that affording parents a choice among schools would result in school

selection based more on educational than racial or socio-economic criteria.

2. Many parents have already demonstrated willingness to transfer their children to integrated schools through the existing open enrollment program. A voucher system would, in effect, create a new wider form of "open enrollment" and encourage further desegregation of participating schools.
3. The City School District's Urban-Suburban Transfer Program has demonstrated a willingness on the part of many inner-city parents to transfer their children to predominantly white suburban schools whose programs are seen as educationally advantageous. A voucher demonstration might provide some of these children with the opportunity to enroll in a participating city school which offers a similarly attractive educational program but which is presently racially imbalanced.
4. Admission requirements for voucher schools prohibit discrimination on the basis of race.
5. The target area has been selected in such a way as to maintain city-wide open enrollment patterns which have reduced racial isolation in Rochester.
6. The Voucher Director will report regularly to the School Board on the racial and ethnic composition of participating schools. In the unlikely event that schools experience an increase in racial

isolation, the Board of Education will take immediate corrective action such as adjusting voucher admissions policies. (For example, the use of a random stratified admissions process would insure the admission of minority or majority students to imbalanced schools they wished to attend, even if those schools were over-applied.)

E. Voucher School Enrollment (Special Considerations)

As stated in Section I, all K-6 students living in, or attending school in the demonstration area, will be eligible to receive either a basic or a supplemented voucher. Also included in this K-6 category of students are four specific categories of students not previously discussed in detail:

1. Urban-Suburban Transfer Program students
2. Open enrollment students
3. Non-resident, tuition-paying students
4. Special education students being transported to special classes in the demonstration area because their neighborhood schools do not provide certain special programs (for example, orthopedically handicapped, emotionally disturbed, severely retarded children)

Urban-Suburban Transfer students from the demonstration area being bused to the suburbs will receive vouchers; however, since the cost of their tuition is paid to the suburban receiving schools from Title III funds, their vouchers will be banked with the ASO. Unredeemed vouchers which accrue in this fashion will be redistributed to the parents of suburban students in receiving schools who wish to enroll their children at schools in the demonstration area on an exchange basis. Incremental transportation costs will be paid by OEO, and the admissions regulations governing voucher demonstration schools will apply to these children.

Parents of open enrollment and non-resident, tuition-paying students will be expected to continue paying tuition in accordance with already-established Board of Education guidelines. In the unlikely event that a non-resident, tuition-paying student is eligible for compensatory voucher funds will be provided by OEO.

The parents of Special Education students attending voucher schools who are being bused into the demonstration area will be eligible to receive basic or supplemented vouchers as will parents of other voucher school students. Special Education students being bused out of the demonstration area will not be included.

## F. Transportation

In order to ensure that each child can attend a school of his choice, convenient and efficient transportation and sufficient personnel to insure the safety of transported children will be provided. Any incremental transportation and staffing costs incurred by the District will be paid by OEO.

## SECTION XI: TITLE I AND OTHER CATEGORICAL AID

The City School District received approximately $3.7 million from Title I of the Elementary and Secondary Education Act during the 1972-73 school year. These funds are allocated to the City School District on the basis of the number of students receiving Aid For Dependent Children and are distributed to city schools which have the largest concentration of students from low-income families.

In a voucher demonstration, if enrollment in participating Title I schools were to shift markedly, present Title I schools could lose Title I funding, and other schools would become eligible for these Title I funds. Discussions have been initiated with both State and Federal Title I agencies to consider what might happen to the status of any Title I school participating in the demonstration. At this point, it is certain that a voucher demonstration will not reduce Title I appropriations to the District. In addition, Title I policy mandates that Title I services (but not necessarily funds) follow Title I eligible children.

It is anticipated that several Title I target schools will be included in the voucher demonstration area. Title I guidelines prohibit Title I funds from being voucherized and mandate that Title I schools receive Title I services as long as they conform to federal eligibility requirements. Hence, Title I schools will receive funds for compensatory programs in addition to their voucher monies. More specifically, the U.S. Office of Education requires that federal education money for disadvantaged children be used to "supplement, not supplant" regular state and local funding to which the schools are entitled. Non-compliance could mean withdrawal of a portion of, or of all, Title I monies from the City School District.

In addition to Title I, there are other forms of categorical aid (Titles III, IV, VII, *etc*.) from both federal and state sources which will not be voucherized and will continue to be administered according to already-established guidelines. However, there must be sufficient coordination between these various programs to insure no duplication of services and funding. Most voucher money will be used to strengthen or develop instructional programs not currently being provided by Title I funds.

## SECTION XII: TRANSFER POLICY

The development of an educational system which encourages greater choice on the part of parents, teachers, and administrators requires an investigation of ways in which to safeguard against the exercise of choice at the expense of educational goals. The following rules shall govern pupil transfers:

A. Students will be allowed to transfer on a quarterly basis. A pro-rated transfer voucher will be computed each quarter and a percentage of voucher funds will follow children who transfer. Each school will be required to maintain a contingency fund of 20% of its supplemented vouchers to cover pupil transfer costs and to maintain educational programs for the remaining students.

B. A parent's first transfer request will be honored with no questions asked.

C. A parent's second transfer request will be honored without question if it is made at least ten weeks after the first transfer.

D. If a parent requests an additional transfer less than ten weeks after his previous request, a conference between the relevant parties (parent, child, principal, teacher) will take place, with the assistance of a professional guidance counselor.

## SECTION XIII: EVALUATION

### A. National Evaluation

OEO will engage an outside contractor to conduct an evaluation of the Rochester demonstration. OEO and its contractor will coordinate their efforts in such a way that there will be minimal disruption of the normal activities of the Rochester Board of Education, Central Administration, individual principals, teachers, parents, and students taking part in the demonstration. The Board of Education and individual school staffs will provide access to personnel and pupil records to supply basic program evaluation data. OEO will make their analysis available to the school system with the proper safeguards to assure confidentiality to all participants. Some data-gathering activities such as classroom observation and achievement testing will be necessary for a full evaluation of the demonstration. OEO will coordinate these activities with the school district to ensure minimal disruption.

### B. Local Evaluation

1. Demonstration Effects

   There are a number of questions which interest the District, including:

   a. To what extent do parents exercise informed choice when it is available to them?

   b. What effect, if any, does the availability of options have on the attitudes and achievement of children?

c. Do new programs and new public schools emerge which are different from present public schools and programs? If so, how do they differ, and what effects do they have on children, parents, teachers, and administrators?

d. Does parent involvement and satisfaction increase as a consequence of the program?

2. Process Evaluation

An evaluation of implementation procedures is necessary to provide valuable information to other school systems considering the voucher system. In particular, the following aspects of the program will be evaluated:

a. In-service training and program development
b. Counselling
c. Management
d. Admissions procedures
e. Utilization of instructional material
f. Adjustment of personnel to the program
g. Transportation changes
h. Financial changes

3. Cost Evaluation

A comparison of the human and economic costs of operating a voucher system (exclusive of special costs related to the experimental phase of the program) with the costs of operating the present system must be made. The following variables will be studied:

a. Pupil achievement

b. Pupil attitudes

c. Parental involvement

d. Teacher satisfaction

e. Parental satisfaction

f. Attendance (pupil and staff)

g. Vandalism

h. Pupil and teacher transfers - the effects on pupils, teachers, and parents, and programs

i. Program costs and their effectiveness

## SECTION XIV: EPILOGUE

This document is tentative in nature and represents the efforts of many people. Further revisions of this model may be made as a result of negotiations between the Rochester City School District Board of Education and the Office of Economic Opportunity and as a result of changing conditions within the Rochester community.

# TABLE OF CONTENTS

## Volume III

APPENDIX A - POPULATION TRENDS IN ROCHESTER, NEW YORK

- Chart A-1 Population Trends in Rochester, New York
- Figure A-1 Population Rates of Change 1820-1970
- Map A-1 Racial Distribution by Block

APPENDIX B - SUMMARY DATA: TENTATIVE DEMONSTRATION AREA

- Table B-1 A Comparison of Enrollments and Estimated Capacities of Tentative Demonstration Area Schools
- Table B-2 Total Number of Students Eligible for Free Lunch Enrolled in Tentative Demonstration Area Schools
- Table B-3 Tentative Demonstration Area Schools Designated for Title I Programs
- Table B-4 Percent and Number of Minority Students Enrolled in Tentative Demonstration Area Schools
- Table B-5 Estimated Capacities of Tentative Demonstration Schools
- Table B-6 Various Uses for Rooms in Tentative Demonstration Area Buildings
- Table B-7 Relocatable Classrooms at Tentative Demonstration Area Buildings
- Table B-8 Unassigned Classrooms in Tentative Demonstration Area Buildings
- Exhibit B-1 Rochester City School District Map Showing Tentative Demonstration Area Attendance Zones

APPENDIX C - COMPUTATION OF BASIC VOUCHER

APPENDIX D - LEGAL ISSUES

- D-1 Legal Issues Concerning the Power of the Board of Education in a Voucher Demonstration
- D-2 Eligibility for Participation in a Voucher System
- D-3 Sample Legal Agreement Between Founders of New Schools and the Rochester Board of Education

APPENDIX E - STATEMENT OF PHILOSOPHY AND GOALS, CITY SCHOOL DISTRICT, ROCHESTER, NEW YORK
APPENDIX F - INTERIM REPORT TO OEO
APPENDIX G - EDUCATOR AND COMMUNITY SURVEYS
  G-1 Legge Associates
  G-2 Zone A Survey
APPENDIX H - NEWS CLIPPINGS
APPENDIX J - STATEMENTS OF SUPPORT AND OPPOSITION
  J-1 Organizations
  J-2 Rochester Teachers Association
  J-3 Editorials
APPENDIX K - ADVISORY COMMITTEE REPORTS
APPENDIX L - SELECTED ISSUES: PRO AND CON
APPENDIX M - SELECTED BIBLIOGRAPHY

# APPENDIX A

## Population Trends in Rochester, New York

CHART A-1

Population Trends - Rochester, New York

The following figures represent the 1971 population of Rochester, New York, its history, trends and characteristics. The source of this information is the 1971 U.S. Census of Population compiled by the Monroe County Planning Council.

A. GROWTH TRENDS

| Population | | | Numerical Change | | Percentage Change | |
|---|---|---|---|---|---|---|
| 1950 | 1960 | 1970 | 1950-60 | 1960-70 | 1950-60 | 1960-70 |
| 487,632 | 586,387 | 711,917 | 98,755 | 125,530 | 20.3% | 21.4% |

B. POPULATION FIGURES

| | 1920 | 1930 | 1940 | 1950 | 1960 | 1970 |
|---|---|---|---|---|---|---|
| Population | 295,750 | 328,132 | 324,975 | 332,488 | 318,611 | 295,022 |
| Percentage Change | -- | 10.9% | 1.0% | 2.3% | 4.2% | 7.0% |

C. POPULATION RATES OF CHANGE (1820 - 1970)
(see figure A-1)

Projection - by 1990 297,000
Monroe County Planning Council

D. TRENDS IN POPULATION CHANGE*

| 1920 | 1930 | 1940 | 1950 | 1960 | 1970 |
|---|---|---|---|---|---|
| 295,750 | 328,132 | 324,975 | 332,488 | 318,611 | 295,022 |
| -- | 32,382 | - 3,157 | 7,513 | -13,877 | -23,589 |
| -- | 10.9% | - 1.0% | 2.3% | - 4.2% | - 7.0% |

*1st figure in each group is actual census count
2nd figure is numerical increase
3rd figure is percentage change

E. POPULATION BY MAJOR AGE GROUPS

| Age Group | 1960 | 1970 | Percentage Change |
|---|---|---|---|
| 0-4 | 32,039 | 27,765 | -13.3% |
| 5-17 | 62,106 | 62,943 | 1.3% |

## CHART A-1 (cont'd)

### F. CHANGE IN POPULATION PERCENTAGE AGE DISTRIBUTION

| Age Group | Percentage Distribution | | |
|---|---|---|---|
| | 1960 | 1970 | change |
| 0-4 | 10.1 | 9.4 | -0.7 |
| 5-17 | 19.5 | 21.2 | 1.7 |

### G. RACIAL CHARACTERISTICS

The Bureau of Census divides population into two groups: White and non-white (includes, Negro, Puerto Rican, Indian, Japanese, Chinese, Filipino, Korean, etc.)

During the period 1960-1970, the non-white population of Rochester increased from 24,228 to 52,115. The non-white population in the age group 5-25 more than doubled in size from 8,688 to 22,485.

Rochester had 92.9% of the total county non-white population.

The non-white population of Rochester has a much lower median age than the total city population.

POPULATION - WHITE AND NON-WHITE IN ROCHESTER
1970 U.S. Census of Population

| 1940 | | 1950 | | 1960 | | 1970 | |
|---|---|---|---|---|---|---|---|
| White | Non-White | White | Non-White | White | Non-White | White | Non-White |
| 321,554 | 3,421 | 323,260 | 7,730 | 294,383 | 24,228 | 242,907 | 52,115 |

PERCENTAGE DISTRIBUTION OF ROCHESTER'S NON-WHITE POPULATION AS COMPARED WITH MONROE COUNTY

| 1940 | | 1950 | | 1960 | | 1970 | |
|---|---|---|---|---|---|---|---|
| #Non-White | % Dist. Mon. Cty. | NW | % | NW | % | NW | % |
| 3,421 | 90.5 | 7,730 | 93.8 | 24,228 | 96.4 | 52,115 | 92.9 |

(See Map A-1 - 1970 Racial Distribution by Block Group)

TOTAL POPULATION OF THE CITY OF ROCHESTER BY AGE & SEX

| | 1960 | | 1970 | |
|---|---|---|---|---|
| Age | Male | Female | Male | Female |
| 0-4 | 16,413 | 15,626 | 14,089 | 13,676 |
| 5-9 | 13,191 | 12,911 | 12,874 | 12,577 |
| 10-14 | 12,064 | 11,801 | 12,147 | 11,853 |

## CHART A-1 (cont'd)

| Age | Male | Female | Male | Female |
|---|---|---|---|---|
| 15-19 | 9,707 | 10,730 | 11,673 | 12,594 |
| Total (includes all age groups up to 75 and over) | 151,442 | 167,169 | 139,012 | 157,221 |

## NON-WHITE POPULATION OF THE CITY OF ROCHESTER BY AGE AND SEX

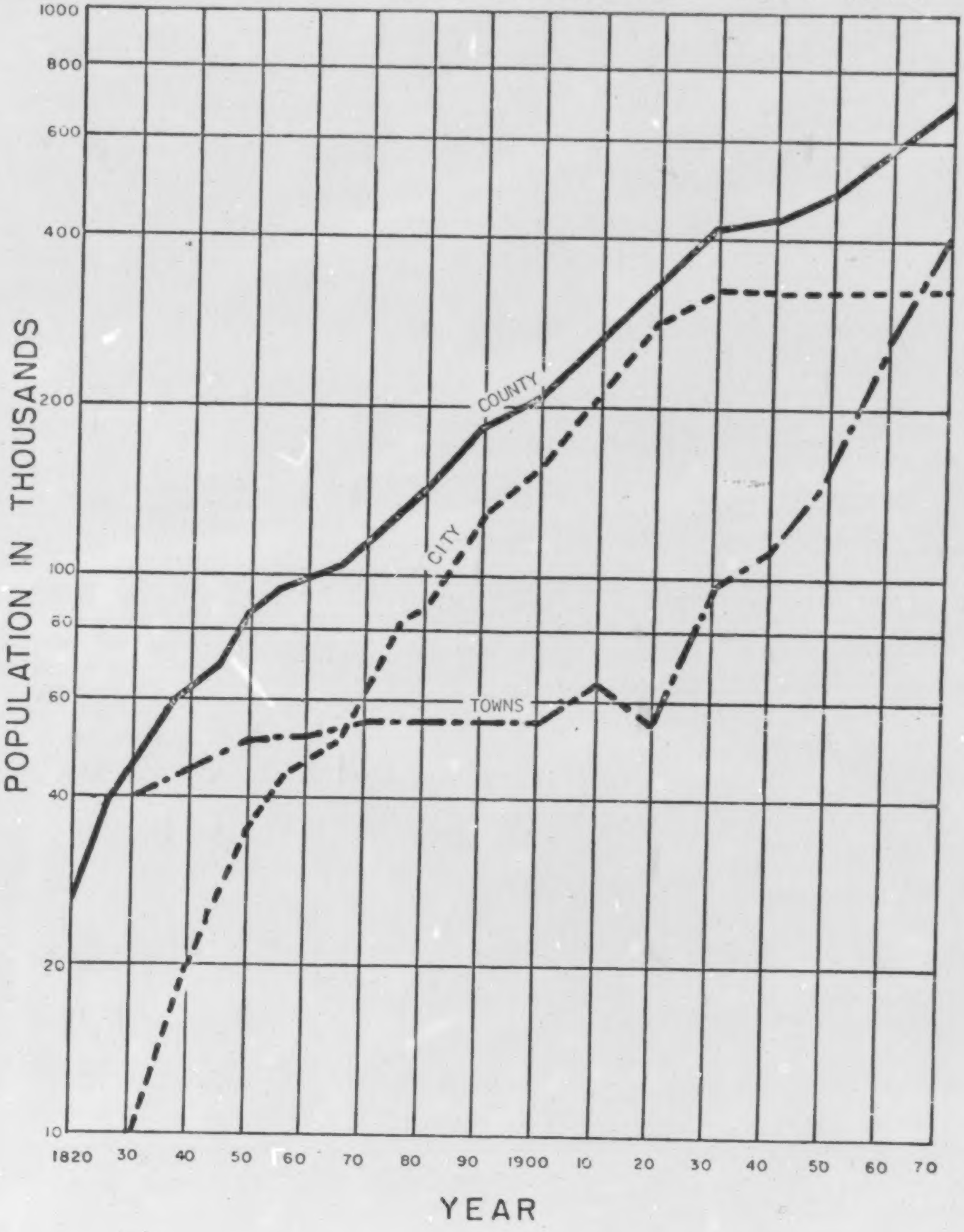
| | 1960 | | 1970 | |
|---|---|---|---|---|
| Age | Male | Female | Male | Female |
| 0-4 | 2,307 | 2,332 | 3,831 | 3,849 |
| 5-14 | 2,550 | 2,679 | 6,932 | 6,929 |
| 15-24 | 1,550 | 1,909 | 4,185 | 5,415 |
| Total (includes all age groups up to 65 and over) | 11,838 | 12,390 | 24,921 | 27,194 |

FIGURE A-1

COUNTY OF MONROE

CITY OF ROCHESTER

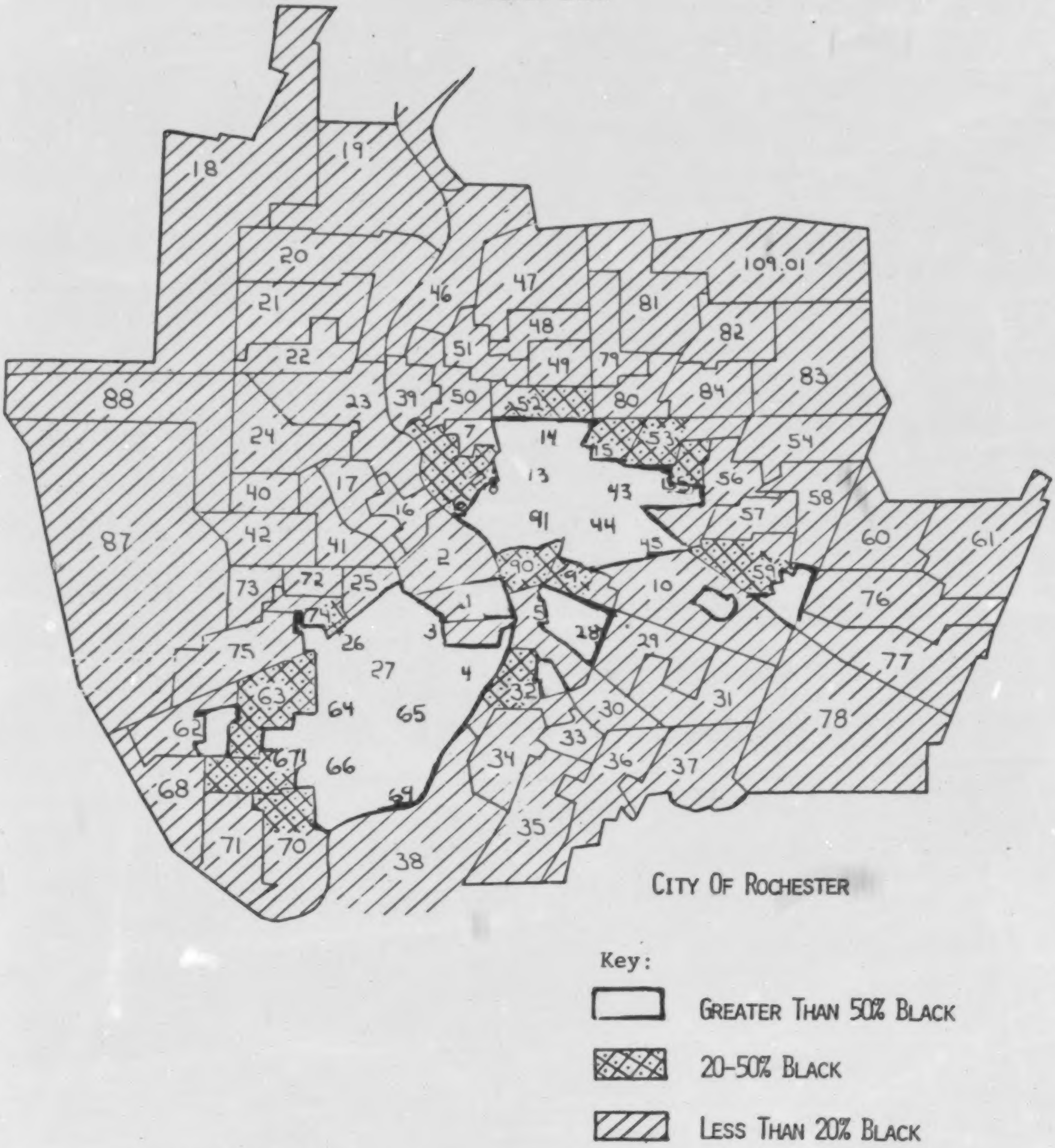
POPULATION RATES OF CHANGE 1820-1970



## MAP A-1

## 1970 RACIAL DISTRIBUTION

## BY BLOCK GROUP


18
19
20
109.01
47
46
21
81
48
82
51
22
49
79
83
88
23
39
50
52
80
84
24
7
14
53
54
15
17
13
43
56
40
16
58
91
44
57
60
87
42
41
45
61
2
90
73
72
25
10
59
76
1
74
5
28
26
3
29
75
27
4
77
32
63
64
65
30
31
62
33
78
71
66
34
36
37
68
69
35
71
70
38
CITY OF ROCHESTER

Key:

□ GREATER THAN 50% BLACK

▩ 20-50% BLACK

▨ LESS THAN 20% BLACK

SOURCE: U.S. CENSUS OF POPULATION

# APPENDIX B

## Summary Data:
## Tentative Demonstration Area

Note:

The demographic material summarized in this appendix was derived by employing a variety of methods. Both objective and subjective data were considered. Of particular importance was the determination of a realistic poverty level figure. This figure was necessary in helping to determine the number of children in the tentative demonstration area eligibile to receive supplemented vouchers. The $5500 figure used by the City of Rochester School District to determine free lunch eligibility was finally adopted because it appeared best to reflect the actual needs of Monroe County's low-income families. Rationale for this figure came from the Monroe County Department of Social Services, the 1970 Census, and the City of Rochester School District, Division of Planning and Research.

Another particularly important and difficult task was identifying the actual number of students eligible for free lunches within each school in the tentative demonstration area (below the $5500 figure). This figure was necessary for determining the approximate amount of supplemented voucher money each demonstration school will receive. Using data from A.F.D.C. roles, it was decided that the number of students receiving free lunches should be multiplied by a factor of 1.33 to determine the total number eligible for free lunch and, therefore, who are also eligible to receive supplemented vouchers. This decision was based on the fact that not all children who are eligible to receive free lunches have signed up.

Designation of a tentative demonstration area was possibly the most important and difficult task the Study Staff encountered.

The willingness of teachers and principals to become involved in a voucher demonstration was of vital importance in making our recommendation. The Study subjectively determined faculty interest through individual and group meetings, phone conversations, and face-to-face personal contact.

Defining the tentative demonstration area was further complicated by OEO guidelines concerned with racial balance and contiguity of attendance boundaries. Once a tentative area was selected, minority enrollment had to be determined from the Basic Education Data Service System 1972 report and then compared to OEO guidelines. OEO did not want excessive transportation expenses, and this also had to be considered in determining the tentative demonstration area.

Finally, school enrollment could not exceed school capacity in a demonstration area school because it would inhibit mobility in selection of schools by voucher students. Using the Rochester School District's December 1972 figures with personal verification from all city principals, it was determined that school enrollment did not exceed building capacity in any elementary school in the City Schools System.

## TABLE B-1

## A COMPARISON OF ENROLLMENTS AND ESTIMATED CAPACITIES OF TENTATIVE DEMONSTRATION AREA SCHOOLS

| SCHOOL | ESTIMATED ENROLLMENT | ESTIMATED CAPACITY | EXCESS CAPACITY |
|---|---|---|---|
| 1 | 253 | 420 | 167* |
| 2 | 931 | 1380 | 449 |
| 3 | 308 | 690 | 382 |
| 4 | 637 | 890 | 253 |
| 6 | 535 | 1200 | 665** |
| 14 | 662 | 1200 | 538 |
| 16 | 777 | 1020 | 243 |
| 23 | 399 | 630 | 231 |
| 29 | 941 | 1290 | 349 |
| 37 | 683 | 870 | 187 |
| 44 | 500 | 900 | 400 |
| 46 | 366 | 600 | 234 |
| 52 | 405 | 690 | 285 |
| 58 | 191 | 360 | 169 |
| TOTALS | 7,588 | 12,140 | 4,552 |

Average Excess Capacity for all demonstration area school - 325 pupil spaces

* Minimum excess capacity - School 1, 167 pupil spaces

** Maximum excess capacity - School 6, 665 pupil spaces

FIGURES PROVIDED BY THE ROCHESTER CITY SCHOOL DISTRICT DIVISION OF PLANNING AND RESEARCH, DECEMBER, 1972

## TABLE B-2

### TOTAL NUMBER OF STUDENTS ELIGIBLE FOR FREE LUNCH ATTENDING TENTATIVE DEMONSTRATION AREA SCHOOLS

| SCHOOL | TOTAL ENROLLMENT | TOTAL ELIGIBLE FOR FREE LUNCH* |
|---|---|---|
| 1 | 253 | 41 |
| 2 | 931 | 796 |
| 3 | 305 | 177 |
| 4 | 637 | 638 |
| 6 | 535 | 344 |
| 14 | 662 | 580 |
| 16 | 777 | 221 |
| 23 | 399 | 67 |
| 29 | 941 | 569 |
| 37 | 683 | 86 |
| 44 | 500 | 117 |
| 46 | 366 | 84 |
| 52 | 405 | 103 |
| 58 | 191 | 31 |
| TOTALS | 7,588 | 3,854 |

* From the 1970 census, we have identified approximately 5,500 school age children whose family incomes are below the poverty level, but who are not receiving A.F.D.C. This represents approximately one third the number of school age children who are eligible for A.F.D.C. (This figure is itself low, since the Department of Labor recently changed its definition of poverty from approximately $3,900 to $4,200 for a family of four.)

It can be assumed that the social pressures which prevent poor families from taking public assistance also prevent such families from taking advantage of the free lunch program. Therefore, in order to arrive at an accurate estimate of children eligible for the free lunch program, the number of children actually receiving a free lunch was multiplied by a factor of 1.33. (Using data from the 1970 census, the City of Rochester Division of Planning and Research has determined that in excess of 33 percent of Monroe County families who are eligible for AFDC have not enrolled for this type of public assistance.)

## TABLE B-3

## TENTATIVE DEMONSTRATION AREA SCHOOLS DESIGNATED FOR TITLE I PROGRAMS AND THEIR ENROLLMENTS

| SCHOOL | ESTIMATED ENROLLMENT |
|---|---|
| 2 | 931 |
| 3 | 308 |
| 4 | 637 |
| 6 | 535 |
| 14 | 662 |
| 29 | 941 |

## TABLE B-4

## PERCENT AND NUMBER OF MINORITY STUDENTS ENROLLED IN TENTATIVE DEMONSTRATION AREA SCHOOLS

| SCHOOL | TOTAL ENROLLMENT | PERCENT OF MINORITY | NUMBER OF MINORITY |
|---|---|---|---|
| 1 | 253 | 21.3 | 53 |
| 2 | 931 | 98.8 | 907 |
| 3 | 308 | 97.7 | 298 |
| 4 | 637 | 100.0 | 637 |
| 6 | 535 | 99.3 | 531 |
| 14 | 662 | 86.8 | 575 |
| 16 | 777 | 52.9 | 411 |
| 23 | 399 | 10.3 | 41 |
| 29 | 941 | 75.8 | 713 |
| 37 | 683 | 30.7 | 210 |
| 44 | 500 | 18.8 | 94 |
| 46 | 366 | 15.8 | 58 |
| 52 | 405 | 14.1 | 57 |
| 58 | 191 | 44.0 | 84 |
| TOTALS | 7,588 | | 4,669 Total minority Enrollment* |

*Total Percent of Minority Enrollment 61.5%

## TABLE B-5

## ESTIMATED CAPACITIES OF DEMONSTRATION AREA SCHOOLS

| SCHOOL | NO. KDG. ROOMS | KDG. CAPACITY AT 60 | NO. REG. ROOMS | REGULAR ROOM CAPACITY AT 30 | TRANS-PORTABLE ROOMS | TRANSPORTABLE CAPACITY AT 30 REG.,60 KDG. | TOTAL CAPA CITY* |
|---|---|---|---|---|---|---|---|
| 1 | 1 | 60 | 12 | 360 | 0 | 0 | 420 |
| 2 | 3 | 180 | 32 | 960 | 4 | 240 | 1380 |
| 3 | 0 | 0 | 20 | 600 | 1<br>1(KDG) | 30 | 690 |
| 4 | 2 | 120 | 29 | 870 | 0 | 0 | 890 |
| 6 | 6 | 360 | 28 | 840 | 0 | 0 | 1200 |
| 14 | 3 | 180 | 34 | 1020 | 0 | 0 | 1200 |
| 16 | 0 | 0 | 24 | 720 | 6 | 180 | 1020 |
| 23 | 1 | 60 | 17 | 510 | 2 | 60 | 630 |
| 29 | 3 | 180 | 37 | 1110 | 0 | 0 | 1290 |
| 37 | 2 | 120 | 21 | 630 | 4 | 120 | 870 |
| 44 | 2 | 120 | 26 | 780 | 0 | 0 | 900 |
| 46 | 2 | 120 | 15 | 450 | 1 | 30 | 600 |
| 52 | 1 | 60 | 17 | 510 | 4 | 120 | 690 |
| 58 | 0 | 0 | 12 | 360 | 0 | 0 | 360 |

FIGURES PROVIDED BY THE ROCHESTER CITY SCHOOL DISTRICT DIVISION OF ADMINISTRATION, DECEMBER 1972

The capacity figures shown above were compiled using the following criteria:

1- maximum class size (grades 1-6) was considered to be thirty pupils
2- all available instructional space within any given building was considered to be useable classroom space (e.g., a room currently being used as a reading lab was considered useable classroom space).

* These figures for grade 1-6 can be inflated by approximately ten per cent as maximum elementary class size for the RSCD is considered to be thirty-three pupils as defined in the existing contract between the Rochester Teachers Association and the Board of Education.

TABLE B-6

## VARIOUS USES FOR ROOMS IN
## TENTATIVE DEMONSTRATION AREA BUILDINGS

*special rooms unsuitable
for classroom use
1/19/73

| SCHOOL | HOMEROOMS<br>Kdg. & Sp. Classes | | OTHER PURPOSES<br>IMRA, art,music,sp.cluster, lunchroom,etc. | | | | UNASSIGNED | |
|---|---|---|---|---|---|---|---|---|
| | In building | In Transp | In Bldg | PURPOSE | In Transp | PURPOSE | In Bldg | In Transp. |
| 1 | 104,106,107 | | 101 | Seminar | | | | |
| | 117,118,119 | | 103 | Langcenter | | | | |
| | 120,121,110(K) | | 105 | Math lab | | | | |
| | | | 111 | Music center | | | | |
| | | | 112,113 | *luncheon | | | | |
| | | | 114 | renovation | | | | |
| | | | 116,117 | *library center | | | | |
| | | | 122 | Reading center | | | | |
| 2 | 103,107,106, | T-1 | 104-105 | Reading lab | | | | |
| | 108, 109,113 | T-2 | 110-111 | *library | | | | |
| | 114,115,116 | T-3 | 112 | Art Action | | | | |
| | 117,118,212 | T-4 | 124 | *luncheon music | | | | |
| | 214,216,211 | | | | | | | |
| | 213,215,219, | | 209 | music | | | | |
| | 220,203,204, | | 217-218 | reading lab | | | | |
| | 205,206,207 | | | | | | | |
| | 208,210 | | | | | | | |
| | 101-102-119(K) | | | | | | | |

## VARIOUS USES FOR ROOMS

TABLE B-6 (cont'd)

| SCHOOL | HOMEROOMS Kdg. & Sp. Classes | | OTHER PURPOSES IMRA, art, music, sp. cluster, lunchroom, etc. | | | | UNASSIGNED | |
|---|---|---|---|---|---|---|---|---|
| | In building | In Transp | In Bldg | PURPOSE | In Transp | PURPOSE | In Bldg | In Transp. |
| 3 | 101,104,201<br>203,204,206<br>300,301,304<br>305 | T-1(K)<br>T-2 | 106 | *Tchrs lounge | | | 205<br>302 | |
| | | | 108 | *library | | | | |
| | | | 109 | Proj. Triad | | | | |
| | | | 111 | Art Action | | | | |
| | | | 200 | Music | | | | |
| | | | 207 | Reading lab | | | | |
| | | | 303 | Art Center | | | | |
| | | | 306 | Reading lab | | | | |
| | | | 307 | Math Resource | | | | |
| 4 | 22,102,103<br>104,106,107<br>108,112,113<br>200,202,203<br>206,207,212<br>213,218,222<br>223,226,227<br>23(K),115(K) | | 122 | Reading | | | 215<br>216 | |
| | | | 123 | Reading | | | | |
| | | | 126-127 | *Library | | | | |
| | | | B-1 | Math Interest | | | | |
| | | | B-2 | Art | | | | |
| | | | 204 | Triad | | | | |
| | | | 208 | Music | | | | |
| | | | B-3,B-4 | *Luncheon | | | | |
| | | | 215 | Meeting room | | | | |
| | | | 216 | Music | | | | |

## VARIOUS USES FOR ROOMS

TABLE B-6 (cont'd)

| SCHOOL | HOMEROOMS<br>Kdg. & Sp. Classes |  | OTHER PURPOSES<br>IMRA, art, music, sp. cluster, lunchroom, etc. |  |  |  | UNASSIGNED |  |
|---|---|---|---|---|---|---|---|---|
|  | In building | In Transp | In Bldg | PURPOSE | In Transp | PURPOSE | In Bldg | In Transp. |
| 6 | 128,131,132<br>135,138,139<br>140,141,143<br>203,204,206<br>207,210,211<br>103-106 nursery<br>101,102,104-105-(K) |  | 119 | *Library |  |  | 212 |  |
|  |  |  | 216 | Tchrs. lounge |  |  |  |  |
|  |  |  | 130 | Tchrs and volunteer |  |  |  |  |
|  |  |  | 133 | Triad |  |  |  |  |
|  |  |  | 134 | Reading-Title I |  |  |  |  |
|  |  |  | 137 | Learning Disabilities |  |  |  |  |
|  |  |  | 142 | Art Interest |  |  |  |  |
|  |  |  | 201 | Art Resource |  |  |  |  |
|  |  |  | 202 | Action Center |  |  |  |  |
|  |  |  | 205 | CSC Tutor Prog |  |  |  |  |
|  |  |  | 209 | Reading-Title I |  |  |  |  |
|  |  |  | 213 | Seminar RM |  |  |  |  |
| 14 | 107,108,109,<br>111,112,121,<br>125,132,133,<br>201,202,205,<br>206,207,208,<br>209,210,211,<br>212,213,215,<br>216,217,<br>102-105(K) |  | 106(K) | Used for Nursery |  |  |  |  |
|  |  |  | 120 | BRUTEP |  |  |  |  |
|  |  |  | 7 | Ind. Arts |  |  |  |  |
|  |  |  | 5 | lunch |  |  |  |  |
|  |  |  | 16 | Activity Room |  |  |  |  |
|  |  |  | 21A-22 | music |  |  |  |  |
|  |  |  | 105 | Faculty |  |  |  |  |
|  |  |  | 118 | Media action |  |  |  |  |
|  |  |  | 123 | Music |  |  |  |  |
|  |  |  | 106-134 | Activity rm |  |  |  |  |
|  |  |  | 113-114 | Reading lab |  |  |  |  |

## VARIOUS USES FOR ROOMS

TABLE B-6 (cont'd)

| SCHOOL | HOMEROOMS Kdg. & Sp. Classes | | OTHER PURPOSES IMRA, art, music, sp. cluster, lunchroom, etc. | | | | UNASSIGNED | |
|---|---|---|---|---|---|---|---|---|
| | In building | In Transp | In Bldg | PURPOSE | In Transp | PURPOSE | In Bldg | In Transp. |
| 16 | 103,104,110 | T-1,T-2(K) | 105 | Ind. Arts | | | | |
| | 111,112,113 | T-3,T-4 | 3-A | *Art | | | | |
| | 116,117,118 | T-5,T-6 | 206-209 | Music | | | | |
| | 122,201,202 | T-7,T-8 | 208 | *Tchrs Lounge | | | | |
| | 203, 204,301 | | 106 | Math lab | | | | |
| | 302,303,304 | | 107 | Gym Station | | | | |
| | | | 120 | Reading lab | | | | |
| | | | 121 | *Library | | | | |
| 23 | 102,103,109 | T-1 | B-3 | Guided Obs. | | | | |
| | 110,201,202 | T-2 | 105 | Multi-Purpose | | | | |
| | 204,205,207 | | 211 | Study Rm | | | | |
| | 208,210,108(K) | | B-4 | Wood Shop | | | | |
| | | | 203 | Music | | | | |
| 29 | 107,108,109 | | 104 | Art | | | | |
| | 110,111,113 | | 112 | Triad | | | | |
| | 115,117,119 | | 152 | Math Center | | | | |
| | 150,154,156 | | 215 | Reading | | | | |
| | 158,160,200 | | | Center | | | | |
| | 201,202,204 | | 224 | Brockport | | | | |
| | 205,206,207 | | | Program | | | | |
| | 208,209,210 | | 222 | Music | | | | |
| | 211,212,213 | | 226-227 | I,M,C, | | | | |
| | 216,217,219 | | | | | | | |
| | K-1 Primary | | | | | | | |
| | K-2 Multi age | | | | | | | |
| | 105-106-K-3 | | | | | | | |

## VARIOUS USES FOR ROOMS

TABLE B-6 (cont'd)

| SCHOOL | HOMEROOMS Kdg. & Sp. Classes | | OTHER PURPOSES IMRA, art,music,sp.cluster, lunchroom,etc. | | | | UNASSIGNED | |
|---|---|---|---|---|---|---|---|---|
| | In building | In Transp | In Bldg | PURPOSE | In Transp | PURPOSE | In Bldg | In Transp. |
| 37 | 107,108,109 | T-3 | 101 | Music | T-2 | Guided Observation | 115 | T-1 |
| | 110,112,116 | T-4 | 105 | Audio Visual | | | | |
| | 119,123,124 | | 130 | Aides | | | | |
| | 125,126,127 | | 135 | Guided Obs. | | | | |
| | 128,131,132 | | | | | | | |
| | 103-120(K) | | | | | | | |
| 44 | 102,103,104 | | B-17 | Art, Homemaking | | | B-19 | |
| | 105,106,109 | | | | | | | |
| | 111,206,215 | | B-20 | Child Aide | | | | |
| | 216,204,219 | | 205 | Music | | | | |
| | 220,B-10,B-12 | | 115 | Adult Lounge | | | | |
| | 112(K),113(K) | | 217 | Learning Cen. | | | | |
| | | | 214 | Adult Educ. | | | | |
| | | | 213 | Audio Visual | | | | |
| | | | 212 | Child Aides | | | | |
| | | | 208 | Child Aides | | | | |
| | | | 207 | Learning Cen | | | | |
| | | | 203 | Study Room | | | | |
| 46 | 106,107,108 | | 212 | Integrated | T-1 | Guided Observation | | |
| | 109,203,204 | | 215 | Music | | | | |
| | 207,208,209 | | 101 | Volunteers | | | | |
| | 210,118-119(K) | | | Guided Obs | | | | |
| | | | 102 | Storage | | | | |
| | | | 205 | Reading Center | | | | |

## VARIOUS USES FOR ROOMS

TABLE B-6 (cont'd)

| SCHOOL | HOMEROOMS<br>Kdg. & Sp. Classes |  | OTHER PURPOSES<br>IMRA, art,music,sp.cluster, lunchroom,etc. |  |  |  | UNASSIGNED |  |
|---|---|---|---|---|---|---|---|---|
|  | In building | In Transp | In Bldg | PURPOSE | In Transp | PURPOSE | In Bldg | In Transp. |
| 52 | 101,106,107 | T-1 | 114 | Lounge |  |  |  |  |
|  | 109,115,201 | T-2 | 209 | Music |  |  |  |  |
|  | 204,206,207 | T-3 | 200 | Guided Observation |  |  |  |  |
|  | 220,221,111 (K) | T-4 |  |  |  |  |  |  |
|  |  |  | 203 | Primary Reading |  |  |  |  |
|  |  |  | 212 | Intermediate Reading |  |  |  |  |
|  |  |  | 215 | Science Room |  |  |  |  |
| 58 | 103,104,105 |  | 206 | Social Studies |  |  |  |  |
|  | 106,108,201 |  |  |  |  |  |  |  |
|  | 205,213,215 |  | 203 | Tchrs.Center |  |  |  |  |
|  |  |  | 208 | Art Interest Center |  |  |  |  |

## TABLE B-7

## RELOCATABLE CLASSROOMS AT TENTATIVE DEMONSTRATION AREA BUILDINGS

1972-73

| SCHOOL | SINGLE (Classrooms) | DOUBLE (Classrooms) |
|---|---|---|
| No. 2 | 2 | 1 |
| No. 3 | - | 1 |
| No. 16 | 4 | 2 |
| No. 23 | - | 1 |
| No. 37 | - | 2 (Guided Observation) |
| No. 46 | 1 | - |
| No. 52 | - | 2 |
|  | 7 | 9 |

1/19/73

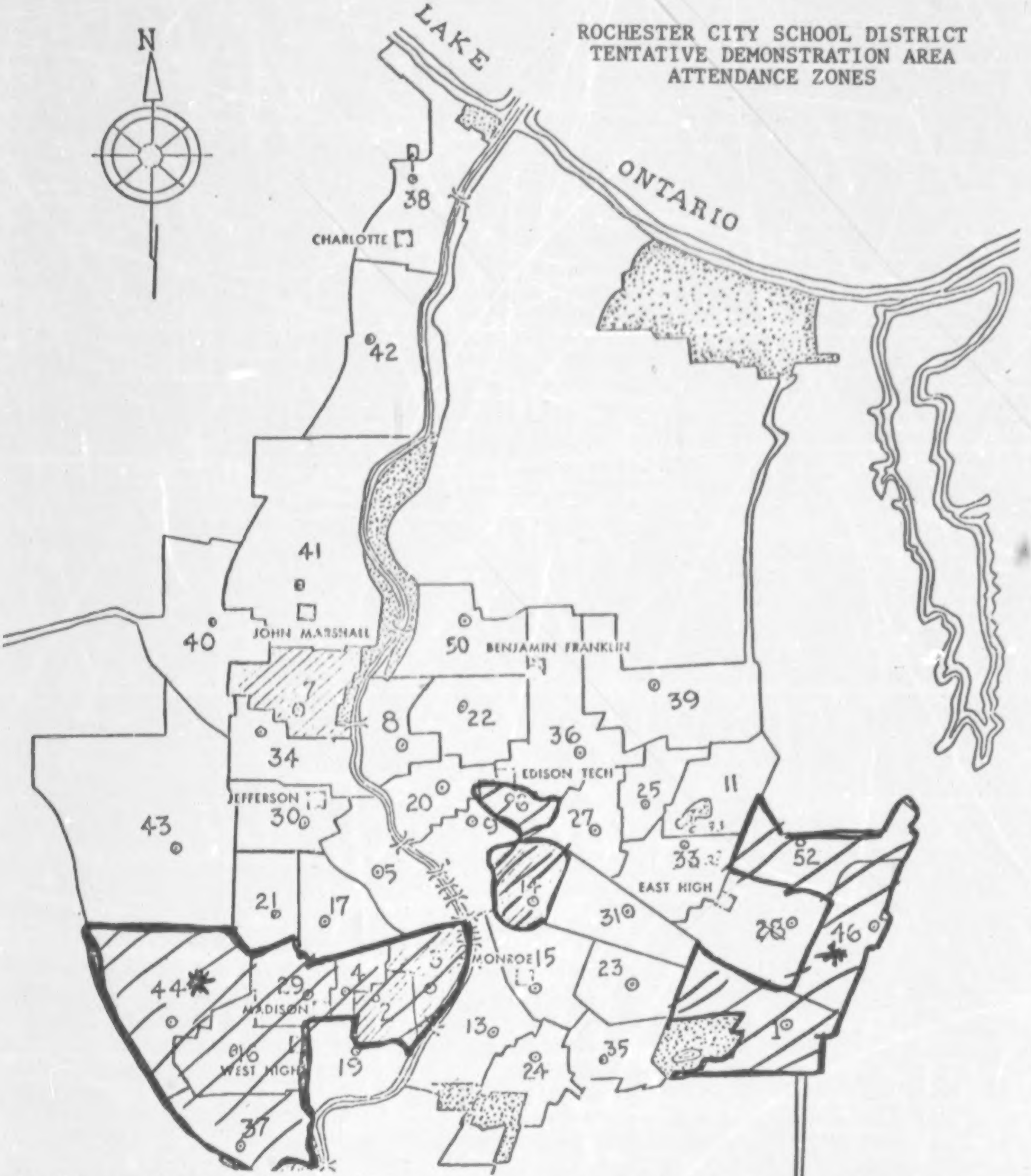
## TABLE B-8

## UNASSIGNED CLASSROOMS IN TENTATIVE DEMONSTRATION AREA BUILDINGS

## 1972-73

| SCHOOL | NUMBER OF ROOMS |
|---|---|
| No.1 | 5 |
| No.3 | 2 |
| No.4 | 2 |
| No.6 | 1 |
| No.14 | 2 |
| No.23 | 2 |
| No.37 | 2 |
| No.44 | 7 |
| No.46 | 4 |
| No.52 | 1 |
|  | 28 Total |

EXHIBIT B-1



ROCHESTER CITY SCHOOL DISTRICT
TENTATIVE DEMONSTRATION AREA
ATTENDANCE ZONES

N
LAKE
ONTARIO
38
CHARLOTTE
42
41
JOHN MARSHALL
40
50
BENJAMIN FRANKLIN
39
7
8
22
36
34
EDISON TECH
25
11
JEFFERSON
30
20
9
98
27
43
33
52
5
14
EAST HIGH
21
17
31
28
46
MONROE
15
23
44
29
MADISON
4
3
2
13
35
1
16
WEST HIGH
19
24
37

In the proposed demonstration area, the maximum distance between the two public elementary schools located furthest apart (namely, #44 in the west and #46 in the east) is approximately 6 miles, a traveling time of 10 to 15 minutes.

# APPENDIX C

## Computation of Basic Voucher

## COMPUTATION OF BASIC VOUCHER
## BASED ON 1972-73 BUDGET FIGURES

BASIC DATA USED:

| | | | |
|---|---|---|---|
| Enrollment 11/10/72 | K-6 | 25,644 | |
| " Douglass - Wilson - Interim | 7-8 | 3,058 | |
| " Senior High | 7-12 | 12,708 | |
| " Edison and Annex | 8-12 | 1,191 | 42,601 |

| | | |
|---|---|---|
| Total Direct Costs for Grades K-6 - Elementary Schools - from 72-73 Budget | | $21,304,178 |
| Less Exclusions: | | |
| Violin Instruction | 22,335 | |
| Lunchroom Supervisors | 73,006 | |
| Lunchroom Aides | 239,862 | |
| | | 335,203 |
| | | $20,968,975 |
| Add: World of Inquiry School - Less Custodial, Lunchroom and Utilities ($273,724 -39,162 -3,788 -4,000) | | 226,774 |
| | | $21,195,749 |
| Direct Per Pupil Cost (25,644) | | $826.53 |

| | | |
|---|---|---|
| Total Direct Costs for Grades 7-8 - Junior High School 72-73 Budget | | $3,933,749 |
| Less Exclusions: | | |
| Lunchroom Supervisors | 5,663 | |
| Lunchroom Aides | 4,659 | |
| | | 10,322 |
| | | $3,923,427 |
| Direct Per Pupil Costs (3,058) | | $1,283.00 |

Total Direct Costs of City Wide Instructional Supporting Services

| | | |
|---|---|---|
| Guidance Services Jr. High 390,112/3,058 | | $127.57 |
| Mental Health Clinical Services 856,389/42,601 | | 20.10 |
| Instructional Supervision - District Wide Salaries Only - | | |
| Art Director | $20,264/42,601 | .48 |
| Business Education | 19,008/42,601 | .44 |
| Elementary Education | 54,178/25,644 | 2.11 |
| Industrial Arts | 10,334/42,601 | .24 |
| Learning Resources | 45,027/42,601 | 1.06 |

| | | |
|---|---|---|
| Math | $21,661/42,601 | $ .51 |
| Music | 41,949/42,601 | .98 |
| Science | 22,544/42,601 | .53 |
| Social Studies | 21,661/42,601 | .51 |
| Special Education | 40,903/42,601 | .96 |
| Benefits Applicable @ 27% ($80,332)/42,601 | | 1.88 |
| Total Per Pupil | | $157.37 |

## TRANSFER VOUCHER

| | |
|---|---|
| Total Supplies - Elementary Schools 72-73 Budget $746,860/25,644 | $29.12 |
| Total Supplies - Junior High 1972-73 Budget $134,741/3,058 | 44.06 |
| Total Per Pupil | $73.18 |

R.J.B.
1/27/73

# APPENDIX D

## Legal Issues

## D-1

# Legal Issues Concerning the Power of the Board of Education In a Voucher Demonstration

This memorandum is an examination of some of the legal questions the Rochester City School Board must resolve before it can implement an effective voucher program. Specifically,

1. The power of the Rochester City School Board, under existing law, to establish and manage a demonstration voucher program
2. The relevant limitations on that power

The memorandum is offered to provide the Board of Education, parents and teachers who are considering participating in a voucher school, with a framework within which to make their plans. While the administration of a voucher school system may be expected to be significantly more flexible than that of the rest of the public school system, there are important statutory limitations affecting the administration of a voucher program.

This memorandum approaches the subject of vouchers from a somewhat different vantage point than they have heretofore been discussed. While most voucher systems have relied upon parochial and private schools to provide them with a range of educational options from which parents may choose, Rochester relies instead on the New York constitutional and statutory definition of public education and public school which it believes is flexible enough to permit the development of a wide range of alternatives within the public school system.

To some extent, this approach is dictated by the realities of New York politics and constitutional law. Virtually all legislation passed in the last three years by the legislature to aid the financially failing parochial schools has been successfully challenged in the courts by PEARL (Public Education and Religious Liberty), on the ground that such financial assistance is in violation of the First Amendment's guarantee of separation of church and state.

Fundamentally, however, the approach grows out of the realization that the public school system ought to offer a wide range of educational options. Who but the public school system can provide the safeguards necessary to assure that everyone can enjoy the benefits of selecting the kind of school they want to attend? Who but the public school system is in a position to assess and measure the shifting demands and aspirations of the public school population? And finally, who stands to benefit more from the return of those who left the public schools in search of options, than the public schools themselves and the cities in which they are located?

The New York State constitution provides that:

> "The legislature shall provide for the maintenance and support of a system of free common schools, wherein all the children of the state may be educated."

Constitution, Art. 11, § 1.

The term common schools means public schools maintained as part of the state system by state or local tax. Op. Educ. Dept. 10. St. Dept. 449 (1916). New York case law, which is basically consistent with the case law in other jurisdictions (see 133 A.L.R. 697), defines public schools as those which are open to all, have no religious affiliation, and are intended for the inhabitants of the district in which they are located. Gordon v. Cornes, 47 N.Y. 608 (1872); People Ex rel. Roman Catholic Orphan Asylum v. Board of Education, 13 Barb. 400 (1854).

A school is an "institution consisting of a teacher and pupils, irrespective of age, gathered together for instruction in any branch of learning, the arts or the sciences". Weiss v. Board of Education of City of New York, 178 Misc. 118, 32 N.Y.S. 2d 258, 261 (Sup. Ct. Kings Co. 1947). The word "school" does not mean the building or buildings in which the school is accommodated. Levert v. Central School Dist. No. 6, 24 Misc. 2nd 833, 204 N.Y.S. 2d 6, 10 (Sup. Ct. Suffolk Co. 1960). " A school is a place where instruction is imparted to the young. . . . " Flagg v. Murdock 172 Misc. 1048, 15 N.Y.S. 2d 635, 637 (Sup. Ct. Kings Co. 1939).

Thus, under New York law, a public school is any place where a teacher instructs students, which is supported by state or local tax, is tuition-free, non-sectarian and open-to-all and which conforms to the statutory regulations governing the operation and management of the public school system. As a consequence of the broad definition of what constitutes a public school, a wide range of pedagogical options may be operated within the public school system. Because the law does not comment on the manner in which public school children will be instructed, instruction can be open corridor, traditional, Montessori, Black studies oriented or bilingual. It is the use of vouchers as a device to develop those options which is the subject of this memorandum.

Since the model being examined in the feasibility study has been discussed in the proposal and related memoranda in considerable detail, this memorandum will not describe the proposed model, but rather, will discuss the following basic questions:

1. How broad is the board of education's power to create alternative experimental or demonstration schools?

2. Do the statutory restrictions on the expenditure of funds collected by the city or appropriated by the state for educational purposes prohibit their expenditure in the form of vouchers?

3. Do the statutory provisions regarding tenure and the other provisions governing personnel management inhibit either a teacher's right to transfer to the school of his choice or the board's capacity to assign that teacher to said school?

4. To what extent do the statutory and regulatory provisions governing curriculum inhibit experimentation or mid-year shifts in curricular emphasis?

## I. The Powers and Duties of the Board of Education to Establish Schools.

The powers and duties of the Rochester City School Board and all boards of education in cities having populations of more than 125,000 are enumerated in Section 2554 of the Education Law.

The power to create alternative, experimental or demonstration schools is contained in subsection 9 of Section 2554 which states that a board of education shall have the power and duty

> "to establish and maintain such free elementary schools, high schools, training schools, vocational and industrial schools, kindergartens, nursery schools, technical schools, night schools, part time or continuation schools, schools for adults, schools for physically and mentally handicapped or delinquent children or such other schools or classes as such board shall deem necessary to meet the needs and demands of the City." (emphasis added) Ed. Law $ 2554 (9).

This section has always been liberally construed. 38 St. Dept. Educ. 526 (1929); (see also Matter of Laureson La Porte, 65 St. Dept. Educ. 119 (1944); Eisenberg v. Board of Education, 264

App. Div. 318, 35 N.Y.S. 2nd 317 (App. Div. 1st Dep't 1942); Parrish v. Moss, 106 N.Y.S. 2d 577 (Sup. Ct. Kings Co. 1951), affirmed 279 App. Div. 608, 107 N.Y.S. 2d 508, (App. Div. 2d Dep't 1951).

It is under the latitude of Section 2554 that boards of education have been able to provide special schools and programs for dropouts, drug addicts, pupils with special reading problems, and for gifted or talented pupils. It was Section 2554 which provided the legal foundation for the creation of the three demonstration districts in the City of New York in 1967.

In a letter dated August 21, 1967, to School Superintendent Bernard Donovan regarding the creation of new personnel positions in the demonstration districts, State Education Commissioner James Allen reemphasized the power of the Board "to establish experimental schools or demonstration projects for whatever educational purpose it wishes..."

The only limitation on the authority to establish and maintain schools of any type is that the actions of the Board of Education must be directed toward an educational purpose and may not be arbitrary or capricious. Katalinic v. City of Syracuse 44 Misc. 2nd 734, 254 N.Y.S. 2d 960 (Sup. Ct. Onondaga Co. 1964). (The Court in the Katalinic case upheld the action of the Board of Education of Syracuse in closing a junior high school and reassigning pupils to another school in the district.) Once a school has been created, however, there are statutory and regulatory limitations on the manner in which the Board of Education can administer the school. (See Parts III and IV.)

## II. Financial Operations Under a Voucher Program

A voucher program would require the Board of Education to allocate funds to the schools under its jurisdiction in the following way. Under a voucher system each participating parent would receive a certificate worth the cost of a year's education for his child. The budget of each participating school would be determined by the number of children it enrolled multiplied by the value of the voucher.

The provisions regarding the disbursement and custody of funds are governed by Section 2580 of the Education Law. It provides that funds collected by the City for education purposes or appropriated by the State will be paid into the City treasury and credited to the Board of Education. The Board's funds are to be kept separate and distinct from other city funds. Ed. Law § 2580 (1). The Board of Education is prohibited from spending funds "in excess of the amount apportioned or available therefore..." and from spending those funds for other than educational purposes. Ed. Law § 2576 (7).

Within those guidelines, however, the Board's powers are extensive. The courts have held that "how, when and in what amount these funds appropriated for education are disposed of is solely the prerogative and responsibility of the Board of Education so long as they are spent for the educational purposes appropriated and are within the limits of the appropriation." Board of Education v. King, 280 App. Div. 458; 114 N.Y.S. 2d 329, 335 (App. Div. 4th Dep't 1952); See also Divisich v. Marshall 281 N.Y. 170, 174 (1939); Board of

Education v. Dibble 136 Misc. 171, 240 N.Y.S. 425 (Sup. Ct. Schenectady Co. 1930).

The provisions of statutes governing appropriation and expenditure of state aid are no more prohibitory. Section 3604 outlines the conditions under which districts are entitled to apportionment. Insofar as the provisions are pertinent to this discussion, they require that the salaries and salary increments of teachers and supervisory personnel be no less than the minimum required by Section 3103 of the Education Law, that funds apportioned by the State not be used for any other purpose other than education (Ed. Law § 3604 (4)) and that schools receiving state aid be taught by qualified teachers. (Ed. Law § 3604 (7)).

The Commissioner's power to withhold funds for violation of these conditions has been infrequently exercised, and for reasons which are unlikely to hamper the operation of a voucher system (*e.g.*, too few pupils, too few days in school).

## III. Teachers in a Voucher System

In the same way that parents participating in a voucher system are able to select the kind of school to which they wish to send their children, teachers must be able to select the kind of school in which they wish to teach. If they are not comfortable with the pedagogical bent of a school or the manner in which it is operated, they should be able to transfer either to another voucher school which conforms more closely to what they want or out of the voucher system altogether. It would be undesirable from both the teacher's as well as the school's point of view to require a teacher with no open classroom experience to teach in a school which has decided to offer open classrooms, or alternatively, to require an open classroom teacher to teach in a structured, traditional environment. This section considers when and to what extent the Education Law affects the Board's ability to appoint teachers to schools chosen by the teachers.

### A. Appointment of Teachers; Creation and Abolishment of Teacher Positions

The Board's powers with regard to the appointment of personnel are contained in Section 2554 (2) of the Education Law. It provides that the Board shall have the power and duty to "create, abolish, maintain and consolidate such positions, divisions, boards or bureaus as, in its judgement, may be necessary for the proper and efficient administration of its work..." Subject to the applicable provisions of Section 2573[1] and Article 63[2] of the Education Law,

---

1/ Section 2573 concerns the appointment of personnel and the rules regarding probation and tenure. Teachers and other personnel who have served a full probationary term will, upon the written recommendation of the superintendent, be granted tenure by the Board of Education after which time they shall not be removable except for cause after a hearing as provided for in Section 3020-a by affirmative vote of the majority of the board. (Ed. Law § 2573 (5)).

Subsection 9 of Section 2573 provides that no teacher shall be appointed to the teaching force of the city who does not possess the qualifications required under the Education Law and the Commissioner's Regulations. The Commissioner's Regulations prescribe the number of years of college and graduate school and the kinds of study required for certification in New York State. (Commissioner's Regulations, §§ 80.15, 80.16). These are the minimum requirements for certification. The Board of Education may prescribe additional or higher qualifications. (Ed. Law § 2573 (9)).

2/ Article 63, dealing with minimum salaries for teachers and salary increments, has no material effect on the operation of the Rochester School system as it is presently constituted inasmuch as the present teachers contract has secured both salaries and increments substantially in excess of the statutory minimum.

this power has been liberally construed.

> "How many teachers shall be appointed, for what classes and in what subjects and when, depend upon the judgment of the Board of Education as to what efficiency any given set of circumstances demands. Efficiency is not to be determined mechanically by the number of teachers... The mere existence of... vacancies... does not ipso facto cast an absolute and mandatory duty upon the Board of Education to fill them..." Jaffe v. Board of Education 265 N.Y. 160, 164 (1934).

In Eisenberg v. Board of Education, supra, at 319, the court, referring to this provision, stated that "(t)he Board of Education must be permitted to exercise a reasonable discretion in adjusting its complex administrative problems."

Attempts to prevent the Board from abolishing positions which in its judgment are no longer required for the efficient administration of the school system or to prevent the Board from creating new positions it deems necessary have failed in the absence of a showing that such action was arbitrary and capricious. CSA v. Board of Education, 23 N.Y. 2d 458 (1969); Matter of Disbrow v. Board of Education, 270 App. Div. 1015, 95 N.Y.S. 2d 411 (App. Div. 2nd Dep't 1950); Matter of Etz, 32 St. Dept. 169 (1924); Matter of Mack, 30 St. Dept. 154 (1923).

Thus, the Board of Education's power to create new positions, and/or abolish old ones for the voucher program is fairly extensive. Teacher's tenure does not prohibit the Board from abolishing or creating positions. Munter v. Theobold, supra, at 1011, 225 N.Y.S. 1008, 1011 (Sup. Ct. Kings Co. 1962) affirmed, 17 App. Div. 2d 854, 233 N.Y.S. 2d 1015 (2nd Dept. 1962). The law requires that the duties assigned to the new position be materially different from those of either the abolished position or one currently in existence. CSA v. Board of Education, supra; Matter of William Hamm, 70 St. Dept. 3, 5 (1949).

There are, however, serious limitations on the assignment of teachers to positions whether they be new or old. How serious those limitations are will depend upon whether or not the teachers wishing appointment to voucher schools are tenured or untenured; qualified; substitute or regular. The following discussion addresses those provisions of the statute which limit the power of the Board of Education to assign teachers.

(1) Section 2573 (9) prohibits the appointment of unqualified teachers. Generally speaking, unqualified means unlicensed by the Commissioner of Education pursuant to the Commissioner's Regulations. (See Part 80 of the Commissioner's Regulations). Indeed, the law prohibits the apportionment of state funds to districts which are not supported by qualified teachers. Ed. Law § 3604 (7). While the Commissioner may excuse the employment of an unlicensed teacher under certain circumstances (Matter of Appeal of Sidney Norris, 73 St. Dept. 51 (1952); Matter of Appeal of Elizabeth Newby, 71 St. Dept. 59 (1951)), it is an infrequently exercised waiver and should not be relied upon in the appointment of teachers.

(2) Section 2573 will not permit the practice of appointing large numbers of substitute teachers to classes for which no regular teacher has been appointed. Jaffe v. Board of Education, supra.

(3) Section 2573 (2) prohibits the assignment of teachers to a field of instruction for which they are not licensed. Matter of Raymond F. Holloran, 72 St. Dept. Educ. 17, 19 (1951).

This practice has been found violative of Article 5, Section 6 of the state constitution which requires that appointments in the civil service be made according to "merit and fitness." Jacobsen v. Board of Education of City of New York, 177 Misc. 809, 31 N.Y.S. 2d 725 (Sup. Ct. Kings Co. (1941); Sokolove v. Board of Education of City of New York, 176 Misc. 1016, 29 N.Y.S. 2d 581 (Sup. Ct. Kings Co. 1941). While this has not been construed to limit the duties related to a licensed field or the operation of a school in general (e.g., study hall duty), the bar against out-of-license teaching appears to be absolute.

(4) Section 2573 (5) states clearly that teachers who have served a full probationary term shall hold their respective positions during good behavior and efficient and competent service and shall not be removable except for cause after a hearing as provided in Section 3020-a.

### B. Transfer of Teachers

When vacancies occur, as they most certainly will in a voucher system, preference may be given to tenured teachers. While New York State law does not require such preference, there is no question that the duty owed by the Board to its "permanent" employees exceeds that owed to its probationary employees. Teachers' Tenure Statutes, 110 ALR 791, 800 (1937). This duty, however, should not be construed to prohibit the Board from transferring a teacher from class to class or school to school, provided that he continues to teach within his license, at the proper salary level.

Section 2566, dealing with the powers and duties of superintendents of schools specifically authorizes the Superintendent to transfer teachers (Ed. Law § 2566 (6)).

> "It has been held on numerous occasions by the Commissioner that the Superintendent of Schools (subject, of course, to the veto of the Board of Education) has the absolute power to transfer teachers between schools, in the absence of a showing of malice, bad faith, gross error or prejudice...." Matter of Appeal of Jo-Elisabeth Woick, 2 Ed. Dep. Rept. 171, 172 (1962).

"Teacher tenure relates to a position in a school system and a right to a position's salary, not to any particular job at any given time by the teacher." Munter v. Theobold, supra at 1011, 225 N.Y.S. 1008, 1011 (Sup. Ct. Kings Co. 1962) affirmed, 17 App. Div. 2d 854, 233 N.Y.S. 2d 1015 (2nd Dept. 1962).

## IV. Curriculum in a Voucher System

Voucher schools must be able to adapt their curriculum to meet the needs and interests of their student bodies.

The Board of Education's powers regarding curriculum are contained in subsections 11 and 12 of Section 2554 of the Education Law. They provide that the Board shall

> ...authorize general courses of study and approve content before they become operative. Ed. Law § 2554 (11).
>
> ...authorize and determine the textbooks to be used in the schools under its jurisdiction. Ed. Law § 2554 (12).

The guidelines within which the Board's powers operate are set forth in the Education Law, the Rules of the Board of Regents and the Regulations of the Commissioner. Instruction is required in grades one through eight in the following subjects: arithmetic, reading, spelling, writing, English, geography, United States history, civics, hygiene, physical training, history of the State of New York and science (Ed. Law § 3204 (3) (a) (1)). All public schools must give instruction on the nature and effects of alcoholic beverages (Ed, Law § 804), highway safety and traffic regulation (Ed. Law § 806) and conservation (Ed. Law § 810).

The above requirements are amplified by the Regulations of the Commissioner of Education. These regulations require that junior high schools include in their curriculum the following subjects: English, social studies, science, mathematics, health education, drawing, music and practical arts. (Commissioner's Regs. 100.1 (d) ). Safety instruction is also required in grades 1-8. (Commissioner's Regs. 107).

It is important to note that there is no statutory definition of course content (e.g., what constitutes social studies) nor any requirement as to the method of instruction. Therefore, a shift in the method by which a course is taught or the materials used would not be prohibited. If it so desired, a school could have six different first grade reading classes, all taught using different methods and materials. The Commissioner's Regulations provide that

> "The schools shall give recognition to individual differences in capacities, tastes and abilities in the organization and technique of class work." Commissioner's Regulations 100.1(d).

> "Nothing herein contained shall prevent a board of education from making such curriculum adaptations as are necessary to meet local needs and conducting such experimentation as may be approved by the Commissioner. This principle of flexibility shall apply to every area of the curriculum. The exercise of initiative and responsibility on the part of the local school authorities in the administration of curriculum is encouraged." Commissioner's Regulations 101.2(b).

Thus, the Education Law and the judicial and administrative interpretation of that Law give a board of education wide latitude in determining educational policies and administering the public school system within its district. While a board of education may not alienate its responsibility for maintaining educational standards within its district, a board has the power to allow the individual schools participating in the voucher program a great deal of freedom in determining its structure and programs.

## Eligibility for Participation in a Voucher System

Participation in the voucher program shall be open to any school or part thereof or individual, group of individuals or non-profit organization wishing to start a public school having at least 25 vouchers committed toward the first year of operation.

School eligibility shall be subject only to the State and Federal constitutional limitations described below. Schools "wholly or in part under the control or direction of a religious denomination or in which any denominational tenet or doctrine is taught" will not be eligible for participation. New York State Constitution, Art. 11 § 3 (hereinafter referred to as the "Blaine Amendment"). Similarly, nondenominational schools which are wholly or partially under private control but do not serve such public purposes as will justify the expenditure of public funds will not be eligible. New York State Constitution, Art. 11 § 1; People ex Rel. New York Institute for Blind v. Fitch, 154 N.Y. 14, 47 N.E. 983 (1897).

The Rochester voucher program shall be limited to "public" schools. Included in this classification shall be:

1. All schools which are presently part of the public school system.

2. All new schools organized pursuant to the voucher guidelines for the purpose of participating in the voucher program and established by the Board of Education as public schools.

3. All schools, either private or parochial, which are

designated or "adopted" by the Board of Education as public schools.

This classification permits the participation of more schools than would ordinarily be included in a public or internal voucher system. It stretches the definition of "public school" to its legal and conceptual boundaries in order to permit as broad and varied participation as possible. This portion of the report will examine the legal problems raised by the foregoing standard of eligibility. The procedures for "adopting" existing private and parochial schools and, to some extent, those procedures for starting new public schools are new and have never been subjected to a court test in this estate; private schools, however, have been adopted, and new public schools have been founded.

## Eligibility of Schools Started by Groups of Individuals, Non-Profit Organizations, etc.

The power of the Board of Education to create new schools has been discussed in Part I of this memorandum. Parental and teacher initiative have already resulted in the creation of publicly funded mini-schools and alternative schools by local boards of education.

## Eligibility of Private Non-sectarian Schools

There has never been a case in New York on the question of the eligibility of a private non-sectarian elementary or secondary school (as opposed to a private sectarian or parochial school) for tax levy support. Typically, the question of aid to private schools has arisen with respect to parochial schools. The courts often refer to the generic term, "private school," although their decision relates to a specific type of private school, the parochial school. Judd v. Board of Education, 278 N.Y. 200, 15 N.E. 2d 576 (1938). Parochial schools are merely one type of private school. 52 N.Y. Jur. Schools, Colleges, Universities § 266. Approximately six percent of the private schools in New York State are non-sectarian. One court identified the distinction as follows:

> "There is a distinction in fact between sectarian and non-sectarian schools. One is supported by a group commonly considered to be dedicated to the protection of public and private morals. The other may or may not be supported by those who have such a design and interest... The legislature is not required for regulatory purposes to cast both types of schools in the same mold." Parker Collegiate Institute v. Univ. of State of New York, 273 App. Div. 203, 76 N.Y.S. 2d 499, 505 (3rd Dept. 1948).

State Aid to Private Schools

A private school is one that is organized and maintained by private individuals or a corporation. Flagg v. Murdock, 172 Misc. 1048, 15 N.Y.S. 2d 635 at 1050 (Sup. Ct. Kings Co. 1939). Typically, private schools charge tuition, and many, although by no means all, operate for profit.

In two recent cases, the court found that the Blaine Amendment did not preclude state aid to private colleges which could not be found to be either teaching tenets of a particular religious denomination to the exclusion of other denominations or controlling or directing the institution towards a religious end. College of New Rochelle v. Nyquist, 37 App. Div. 2d 461, 326 N.Y.S. 2d 765, 3rd Dept. 1971; Canisius College of Buffalo v. Nyquist, 36 App. Div. 2d 340, 320 N.Y.S. 2d 652 (3rd Dept. 1971), reversed, 29 N.Y. 2d 929, 329 N.Y.S. 2d 105 (1972) on the ground that the Commissioner's determination that Canisius College was not eligible for state aid was reasonable and not arbitrary or capricious.

Although a court will carefully examine the character and purposes of each private institution and the nature of the aid being provided or requested, it seems clear that, in those private schools in which no religious courses are taught, no members of religious orders serve as teachers and where there is no danger that religion will permeate the area of secular education, neither the Blaine Amendment nor the First Amendment will be held to prescribe state aid to private schools. *Tilton v. Richardson*, 403 U.S. 672, 91 S. Ct. 2091 (1970). To say that First Amendment consideration will not prevent the distribution of funds to private non-sectarian schools, however, is not to suggest that they are public or common schools within the meaning of Art. 11 § 1 of the New York State Constitution, or eligible for participation in a voucher system that is limited to public schools. On the contrary, the courts have held that "the provision of the Constitution that 'the legislature shall provide for the maintenance and support of a system of free common schools wherein all the children of this state may be educated' relates only to the public or common schools of the state," and has no application to "appropriations made by the state to an institution... wholly or partially under private control." People ex. rel. *New York Instit. for Blind v. Fitch*, 154 N.Y. 14, 47 N.E. 983 (1897). The maintenance of a private school is not a public purpose so as to justify the expenditures of public funds. *Id*.

Thus, in order for a private non-sectarian school to be eligible to participate in the voucher program, it must cease to be "private."

Adoption of Private Non-Sectarian Schools

Many private schools in the State, particularly those located in ghettos and funded by foundations, possess many of the characteristics of public or common schools. They are tuition-free, non-sectarian and open-to-all. Almost all of these schools offer a state-approved curriculum and are chartered by the State Board of Regents. They differ from their public counterparts only with regard to control of the school. Flagg v. Murdock, supra. While legislative power over the public schools is complete (Ocean Hill Brownsville Governing Board v. Board of Education, 23 N.Y. 2d 483, 297 N.Y.S. 2d 568, 245 N.E. 2d 219 (1969)), the private school has nearly complete control of its own operations. Legislative regulation of private schools is subject to the same limitations as exist in the case of private property generally; and, to the extent that the legislature may regulate the operations of private schools under its police power, regulation must not be arbitrary and must be limited to the preservation of public safety and health, Parker Collegiate Institute v. University of State of New York, supra; Ed. Law $ 3210(e); 47 Am. Jur. Schools $ 221.

It therefore stands to reason that if a private institution were to relinquish its control of a school to the Board of Education, its one remaining private characteristic ceases to exist, and the school would be a public school.

Recently, the District III Community School Board in New York City "adopted" Children's Community Workshop School (CCWS), a foundation-supported tuition-free, non-sectarian institution, as a public school in the district. Funds have not, as yet, been appropriated to CCWS.

The practice of "adopting" private non-sectarian schools and the procedure by which it is done has never been tested in the courts of this State. The Missouri Supreme Court, however, struck down the adoption of a parochial school by the Board of Education on the ground that the Board had failed to exercise its control over the school in question. Harfst v. Hoegen, 349 Mo. 808, 163 S.W. 2d 609 (1941). The school had continued to operate as a parochial school: only Catholic children attended; students were required to attend mass, study the Catholic catechism and the Catholic Bible; and classes were taught by nuns. The court held that "respondents might argue that the St. Cecilia School is controlled by the school board and not by the church; but we find from the record that the nominal supervision by the school board is but an indirect means of accomplishing that which the constitution forbids..." Id. at 613.

> "....It is of no purpose to discuss or decide other questions raised except to point out that the long acquiescence of appellants (the taxpayers) in the management of the school cannot make such management proper. No one may waive the public interest." Id. at 614.

It is important to note that the court is concerned not with the school board's authority to adopt a parochial school but the failure of the school board to exercise control over the school once it had been adopted and to eliminate religious teachings in the school.

## Extent of School Board's Control Over Public Schools

The control a school board is required to exercise over its schools is carefully laid out by the New York State Constitution and the statute. Attempts at delegation of control have been infrequent and, when made, discouraged. Ocean Hill Brownsville Governing Board v. Board of Education, 23 N.Y. 2d 483, 297 N.Y.S. 2d 568, 245 N.E. 2d 219 (1969).

This is not to say that the statute bars all involvement of a school in its own administration or requires the school board to monitor every move a school makes. On the contrary, one public high school in New York City, Park East High School, exercises considerable authority over its own operation through a device called a supporting services contract. Parents of children attending the school and others from the neighborhood in which the school is located have formed a non-profit corporation, The Committee for a Comprehensive Education Center Inc. (CCEC), to provide the school with all of its supporting services through a contract with the Board of Education of the City of New York. The contract defines supporting services as all necessary support, including planning consultant and supplementary staff (i.e., that staff which is not teaching subjects required by state law), facilities, supplies and equipment. A memorandum of understanding with the Board of Education provides for CCEC participation in administration of that portion of the school activities still under control of the Board of Education. The Board retains control over the furnishing of "core" instruction and licensed teachers. For instance, in 1971 - 1972 the Board provided and paid for 17 staff people (approx. $283,833); the rest of the budget ($123,000) was paid to CCEC in two semi-annual payments.

This arrangement probably represents the furthest extent to which a Board may relinquish "control" to an individual school. The authority of the Board of Education in setting up this arrangement with regard to Park East has never been challenged.

Thus, where a private non-sectarian school is prepared to relinquish control to the Board of Education and is prepared to operate tuition-free and open-to-all, in conformity with state standards and requirements, the Board of Education is at liberty to "adopt" it, provided that the Board does not alienate its ultimate responsibility for the public schools and education policies of its district.

## Eligibility of Parochial Schools for Participation in the Voucher System

As has already been noted, parochial or sectarian schools are a species of private school. In October, a three judge federal district court in New York unanimously struck down a statute (Ed. Law § 562, Laws 1972 Ch. 414) which permitted a partial tuition reimbursement to needy parents whose children attended non-public parochial schools. Pearl v. Nyquist and Levitt, 168 N.Y.L.J. No. 65 p. 1.

In spite of this ruling, however, parochial schools are included as potentially eligible voucher participants because an increasing number of them are separating themselves from the church and abandoning religious instruction. The church is relinquishing control of its schools, particularly in the inner cities, and turning the schools over to parents.

Moreover, it would appear that this phenomenon, presently localized in several cities around the country, including Milwaukee, New York and Pittsburgh, is likely to spread, for the following reasons:

1. The church cannot continue to support its inner city schools in the face of rising costs and decreasing enrollment, particularly given the fact that so few of its inner city students are Catholic and so much of the money needed to supplement tuition fees in these schools must come from the suburban parishes.
2. Parents would rather try to run the schools themselves without church support than send their children back to the inner city public schools.
3. Renting school buildings to parent groups provides the church with revenues it would not otherwise have, and relinquishing control of the school to parent groups frees the funds that would otherwise be spent to support the school. The church is then free to spend its money in areas where the school population is more consistently Catholic and more likely to sustain a school or schools over a long period of time.
4. Revenue sharing will make federal poverty funds less accessible, increasing the pressure for inner city schools to close.
5. As closings increase, the number of parent groups wishing to take over the schools will increase.

Under these circumstances, it seems likely that during the course of the voucher program, the Board will be approached by a "formerly parochial school" on the question of its eligibility to participate. Is a school which is no longer controlled by the church or any religious denomination and in which no denominational tenets are taught still barred from participation in an internal or public voucher system by the First Amendment or the Blaine Amendment?

It is perhaps wise to begin with the example of St. Thomas School in Harlem, New York. St. Thomas was, for 55 years, a parochial elementary school run by the Archdiocese for permission to run the school themselves; it was granted.

Today St. Thomas is run by a Board of Directors elected annually from among those parents whose children attend the school. The faculty is composed almost entirely of lay teachers. No religious services are held either during or after school hours. No religious courses are taught. The school is supported by a combination of tuition fees and parent donations, (which the school helps parents raise), foundation and Title I funds. St. Thomas thinks of itself as an alternative public school. It expects within the next few years to apply to its Community School Board for "adoption."

The Blaine Amendment and "formerly Parochial Schools"

In view of the court's holding in College of New Rochelle v. Nyquist 37 App. Div. 2d 461, 326 N.Y.S. 2d 765 (1971), it seems highly unlikely that St. Thomas or any school like it would be found ineligible for public support under Art. 11 §§ 3. In that case, the court held that a private college, where the Community of Ursuline Nuns comprised a substantial minority of the Board of Trustees and shared in the administration of the school, was eligible for state aid. The court stated,

> "Mere affiliation or a sharing of administrative control by a denomination will not, in and of itself, bring the institution within the proscription of the statute; such situation cannot be said to have caused religion to so "pervade" the atmosphere of the college as to effectuate religious control or direction by a religious denomination." 326 N.Y.S. 2d 771.

In the Matter of Iona College v Nyquist, 65 Misc. 2d 329, 316 N.Y.S. 2d 139 (1970), the court sustained Commissioner Nyquist's refusal of funds to a college which characterized itself as Catholic, whose catalogue evidenced a strong religious commitment, where the sponsoring religious order held a number of positions on the Board of Trustees and occupied the presidency and several significant administrative positions, where Catholic students were required to complete 12 hours of admittedly denominational theology courses and where Catholic liturgical services played an important role in student life. (Letter from Ewald B. Nyquist, Dec. 3, 1969).

The Judd interpretation of "direct or indirect" aid (Judd v. Board of Education, 278 N.Y. 200, 15 N.E. 2d 576 (1938), embracing "any contribution, to whomsoever made, circuitously, collaterally, disguised...that may be to the benefit of the institution or promotional of its interests and purposes," was specifically struck down in Board of Education v. Allen, 20 N.Y. 2d 109, 228 N.E. 2d 791, 281 N.Y.S. 2d 799 (1967), affirmed 392 U.S. 236 (1968).

The court said "The architecture reflected in Judd would impede every form of legislation, the benefits of which in some remote way might inure to parochial schools. It is our view that the words 'direct' and 'indirect' relate solely to the means of attaining the prohibited end of aiding religion as such." 20 N.Y. 2d at 116.

Referring to the textbook loan program, Ed. Law § 701, the Court held that any benefit accruing to parochial schools by virtue of the program was collateral to the main purpose of the statute and therefore could not be classified as giving aid either directly or indirectly. Id.

This "collateral effect" approach to aid renders untenable any allegation that the benefits the church receives from turning their schools over to parent groups to run as non-sectarian schools is in violation of the Federal and State Constitutions.

## The First Amendment and Formerly Parochial Schools

Finally, it is not likely that the distribution of public funds to a school which has been found "non-sectarian" for the purposes of the Blaine Amendment will be held to result in excessive "entanglement" between government and religion. Lemon v. Kurtzman, 403 U.S. 602, 91 S. Ct. 2105, 29 L. Ed. 2d 745 (1970). College of New Rochelle v. Nyquist, supra. In Tilton v. Richardson, 403 U.S. 672, 91 S. Ct. 2091, 29 L. Ed. 2d 790, involving the question of federal aid to church-related colleges and universities under Title I of the Higher Educational Facilities Act of 1963 (77 Stat. 364, as amended, 20 U.S.C. §§ 711-721 1964 ed. and Supp. V), the court found that four colleges governed by Catholic religious organizations and with predominantly Catholic student bodies could be constitutionally supported by public funds. "Such inspection as may be necessary to ascertain that the facilities are devoted to secular education is minimal and indeed, hardly more than the inspections that states impose over all private schools within the reach of compulsory education. 90 S. Ct. at 2099.

The Court is careful to limit its opinion to church-related colleges and universities where there is less likelihood than in primary and secondary schools that religion will permeate the area of secular education. Id. This distinction would appear to be an important one. Children, particularly at the elementary school level, are more impressionable, and values are imputed more easily. Gellhorn and Greenawalt, Public Support and the Sectarian University, 38 Fordham L. Rev. 395, 421-424 (1970); (See Also, Constitutionality of Federal Aid to Education in its Various Aspects, S. Doc. No. 29, 87th Cong. 1st Sess. (1961)).

While no former parochial school has, as yet, petitioned for adoption by the public school system, it seems likely that the courts will more carefully scrutinize a petition to the Board from a once-parochial school than it would a petition from a private non-sectarian school. The courts might not permit the adoption of a "formerly" parochial school where all instruction was given by persons of a religious order or which was located in a church as opposed to a church-owned building. Unfortunately, there is practically no basis for conjecture. The constitutional standard for separation of church and state continues to be one of degree. Zorach v. Clausor, 343, U.S. 306, 72 S. Ct. 679 at 684.

## D-3

## Sample Legal Agreement
## between
## Founders of New Schools
## and
## The Rochester Board of Education

The following material represents the type of agreement which could be drawn up between a group of Rochester residents starting a new public school and the Rochester Board of Education. Since groups proposing new schools will have different aims and objectives, it is impossible to provide one form of agreement applicable to all cases. Each group, in other words, will have to draw up and negotiate with the Rochester Board of Education its own preferred agreement form.

D-3

## Sample Legal Agreement
## between
## the ________ Corporation
## and
## The Rochester Board of Education

Agreement made and entered into on 1972 by and between the Board of Education of the Rochester City School District (hereinafter referred to as the "Board") and the ___________ Corporation.

WHEREAS the Board has duly adopted a resolution on , 1972 authorizing the creation of a public school (hereinafter referred to as P._______) to be managed and administered by ________ Corporation, and the allocation of funds by the Board to P.________ on the same basis upon which funds are allocated to other public schools within the Voucher Demonstration Area (hereinafter referred to as demonstration area), and

WHEREAS, the Board of Trustees of _________ Corporation has authorized the execution and delivery of this Agreement;

NOW, THEREFORE, the parties agree as follows:

### ARTICLE I

### Term of the Agreement

Section 1. ________ Corporation agrees to assume responsibility for the management and administration of P.___________ for the term of this Agreement, as defined in Section 3 of this Article, in accordance with the terms and conditions set forth herein below.

Section 2. _________ Corporation shall assume its duties and responsibilities on September ____, 197 or on the date upon which P. _____ is officially constituted by the resolution of the Board as a public school, whichever date is later.

Section 3. This Agreement is subject to cancellation by either party at the end of any school year during which this Agreement is in force. Discussions regarding the cancellation of the Agreement shall begin on or before February 1 of that school year. No cancellation by either party to this Agreement shall be effective unless written notice of such cancellation, duly authorized by resolution by either the Board or by the Board of Trustees of ______ Corporation, is received by the other party by May 31 of that school year. Notice to cancel may be withdrawn at any time with the consent of both parties. Nothing in this paragraph shall preclude discussions between the parties after notice of cancellation has been received.

## ARTICLE II

## Management and Administration of P. ___________

Section 1. During the term of this Agreement, __________ Corporation shall manage and administer P.__________as an experimental, innovative school. Except as otherwise provided in this Agreement, such management and administration shall be in accordance with the By-laws of ________Corporation, applicable provisions of state and federal law and regulations, the By-Laws, rules and regulations of the City School District of Rochester, whether now in effect or hereinafter adopted, and applicable provisions of collective bargaining agreements.

Section 2. __________Corporation shall develop and implement a program of study and curriculum for P.__________; provided, however, that such programs shall comply with the compulsory education requirements of section 3204 of the Education Law of New York and any applicable By-laws and regulations of the Board.

Section 3. _________ Corporation shall provide such incremental pupil services, including special staff involvement, as are necessary and appropriate in the opinion of ________ Corporation to carry out in P.___________ the characteristic program of ______Corporation. Such additional staff shall be competent professionals and employees. All such persons shall be employees of ______ Corporation and ________ Corporation alone shall be responsible for their work, the direction thereof and their compensation.

Section 4. ________ Corporation shall provide supervision and inservice training of its staff in the techniques and concepts of the ________ Corporation program.

Section 5. The policy and administrative regulations of P._________ shall be determined in accordance with the By-laws of ________ Corporation in effect on the date of this Agreement, subject to the ultimate responsibilities of the Board and the Superintendent of Schools (hereinafter referred to as the Superintendent) under law to make policies and supervise the administration of P.__________ as a public school in the Rochester City School District.

(a) Parents of pupils of P.________ shall be constituted as a policy council pursuant to the By-laws of ______ Corporation and shall have all the rights and responsibilities set forth therein.

(b) Subject to the By-laws of _______Corporation, the Director of ______ Corporation may serve as the responsible administrative and pedagogical head of P._______ and, subject to the ultimate supervision of the Superintendent, shall be responsible for the instruction, direction and control of all members of the teaching and custodial staff constituting the organization of P.__________.

## ARTICLE III

## Allocation and Accounting of Funds

Section 1. Pursuant to the rules and regulations adopted by the Rochester City School District having general application to other public schools in the demonstration area, ________ Corporation shall receive, administer and account for all funds allocated to P._________ by the Board and/or any state or federal agencies.

Section 2. _______ Corporation shall receive, administer and account for all grants of monies by federal, state or private agencies to _______ Corporation for its operations in conjunction with P._______, pursuant to the terms of such grants.

Section 3. Within 60 days after the termination of this Agreement, ________ Corporation shall submit a final financial report of any and all receipts and expenditures of funds relating to this Agreement.

## ARTICLE IV

## Staffing of P.________

Section 1. The Board and the Superintendent shall consult with _______ Corporation in the selection of the teaching and supervisory employees and other personnel who are to be assigned by the Board to the staff of P.__________.

(a) Consultation, to the extent possible, shall occur in sufficient advance of any final appointment, assignment or recruitment decisions to permit ________Corporation to interview candidates, consult with the parent policy counsel of P.________ and submit its recommendations in sufficient time to enable the Board to give full and deliberate consideration to such recommendations.

(b) The Program Administrator of P.__________ shall have the same rights as any other principal of a public school in the demonstration area to interview candidates, and the same voice in their selection.

Section 2. The Director of _______Corporation shall submit ratings of the staff of P._______ to the Superintendent in accordance with procedures having general application within the demonstration area. To the extent possible, the Board and the Superintendent will give full and deliberate consideration to the recommendation of the Program Administrator of _______ Corporation in making decisions with regard to the retention or dismissal of personnel serving P._______ during the term or any renewal of this Agreement.

## ARTICLE V

## Admission of Pupils

Section 1. _______ Corporation will implement procedures for admission of students to P._________ which will comply with legal and constitutional requirements, the policies of the State Education Commissioner and the regulations and guidelines of the Board with regard to the demonstration area.

## ARTICLE VI

## General Provisions

Section 1. Nothing included in this Agreement shall impose any liability or duty upon the Board for the acts, omissions, liabilities, or obligations of _______ Corporation or any person, firm, agency, association, or corporation engaged by _______ Corporation as expert consultant, independent contractor, trainee, servant, employee, and agent, or for taxes of any nature, including but not limited to Unemployment Insurance, Workmen's Compensation or Social Security.

Section 2. This Agreement may not be assigned. None of the services to be performed hereunder may be subcontracted without prior written consent of the Board.

Section 3. No term, provision or condition of this Agreement shall be deemed waived by the Board unless such waiver shall be in writing and the approval of an authorized representative of the Board subscribed thereon.

Section 4. If, through any cause you fail to fulfill in timely and proper manner your obligations under this Agreement, or if you shall violate any of the convenants, agreements, or stipulations of this Agreement, the Board shall thereupon have the right to terminate this Agreement by giving you written notice of such termination and specifying the effective date thereof. Notwithstanding the above, you shall not be relieved of liability to the Board for damages sustained by virtue of any breach of the Agreement and the Board may withhold any reimbursement to you for the purpose of set-off until such time as the exact amount of damages due the Board from you is agreed upon or otherwise determined.

Section 5. This contract shall be governed by the law of the State of New York.

IN WITNESS WHEREOF, the parties hereto have hereunto set their hands and seals the day and year first above written.

BY________________________________________

THE______________________________Corporation

BY________________________________________
Superintendent of Schools

BY________________________________________
President, Board of Education

# APPENDIX E

## Statement of Philosophy and Goals
## City School District
## Rochester, New York

# CITY SCHOOL DISTRICT
# ROCHESTER, NEW YORK

## STATEMENT OF PHILOSOPHY AND GOALS

The school is one of the most significant institutions in the life of the individual and of the community. Individuals must develop good schools so that good school will produce better communities. To help achieve good schools, we the students, parents, school staff, Board of Education, and all concerned citizens are committed to the implementation of these goals and beliefs.

1. WE BELIEVE EVERY INDIVIDUAL HAS THE RIGHT TO EQUAL OPPORTUNITY TO ACQUIRE A QUALITY EDUCATION.

   Each student will be suitably challenged, will develop and utilize his talents, will develop his social awareness and his sense of responsibility and will acquire the skills necessary to solve his present and future problems.

2. WE BELIEVE IN THE WORTH OF THE STUDENT.

   The learning for each student will be individualized and the instructional approach for him will be determined to provide for his continuous progress and evaluation recognizing that each has different degrees of success.

3. WE BELIEVE IN THE RIGHT OF THE STUDENT TO BE HEARD, TO PARTICIPATE IN THE PLANNING OF HIS OWN EDUCATIONAL PROCESS AND TO ENJOY APPROPRIATE FREEDOM OF ACTION WHILE ACTING RESPONSIBLY AND RESPECTING THE RIGHTS OF OTHERS.

   The staff of each school will constantly be alert to the needs of students, to listen, to empathize, to counsel, to give thoughtful consideration to all their problems, and to support suggestions for constructive changes that will benefit the school community.

4. WE BELIEVE THAT WHILE EDUCATION TAKES PLACE IN THE PRESENT IT SHOULD PREPARE STUDENTS FOR LIFE IN THE FUTURE.

   The occupational competency of each student will be developed to a level of his choice together with an awareness of the social, economic, political, religious and philosophical forces which shape our society so that he will be able to contend with these forces as a citizen in a democracy.

5. WE BELIEVE THAT EDUCATION SHOULD BE A CHALLENGING, REWARDING AND ENJOYABLE EXPERIENCE FOR ALL CONCERNED, WHERE EACH STUDENT IS INTRODUCED TO THE EXCITING ADVENTURE OF THE PURSUIT OF INDIVIDUAL EXCELLENCE.

   Each student will be encouraged to pursue in depth those areas which are of greatest interest to him.

6. WE BELIEVE THAT ALL PRACTICES SHOULD FURTHER THE INDIVIDUAL PROGRESS OF THE STUDENT WITHOUT IMPOSED LIMITATIONS ON HIS ACHIEVEMENT.

   Each student will develop the attitudes and skills needed for continued self-education beyond the years of formal instruction, so that he may realize the thrill of learning by discovery.

7. WE BELIEVE ACCOUNTABILITY, CONSTRUCTIVE CRITICISM, QUESTIONING, REASONED INTELLIGENT DISSENT, RESPONSIBILITY, ORDER, PRAISE, REWARD AND ACKNOWLEDGEMENT FROM ALL GROUPS ARE NECESSARY CHARACTERISTICS OF EDUCATION IN A DEMOCRACY.

   The student's idea of education as a worthwhile, productive way of life will be developed and encouraged with an ongoing dialogue between himself and a competent, creative and professional staff.

8. WE BELIEVE THAT SCHOOLS SHOULD BE CHARACTERIZED BY ETHICAL ATTITUDES, VALUES AND BEHAVIORS THAT EXEMPLIFY THE BEST PRINCIPLES OF A DEMOCRACY.

   The instructional program for each student will evolve from methods which insure that the multi-racial characteristics of students and staff will reflect the diverse makeup of the community.

9. WE BELIEVE IT IS THE RESPONSIBILITY OF THE ENTIRE COMMUNITY TO PROVIDE THE MEANS, CONDITIONS, ENVIRONMENT, INTEREST AND SUPPORT NECESSARY FOR EXCELLENCE IN THE TOTAL EDUCATIONAL PROGRAM.

   The learning activities for each student will be centered not only in the formal school setting but also use the available human and material resources of the community.

10. WE BELIEVE IT IS IMPERATIVE THAT THERE EXIST IMPROVED RELATIONS AMONG ALL RACIAL, RELIGIOUS AND ECONOMIC GROUPS LEADING TO A MORE HUMANE ATMOSPHERE IN OUR SCHOOLS.

    Specific opportunities for interraction among students, teachers, staff, parents and the community will be developed to provide for a continuing exchange of ideas and understandings.

*AUGUST 5, 1971*

# APPENDIX F

## Interim Report
## to
## Office of Economic Opportunity

INTERIM REPORT TO OEO December 18, 1972

# I. EDUCATION VOUCHER AGENCY

## A. Role of the Board of Education

The Legislature of the State of New York imposes upon local boards of education certain non-delegable duties. Consequently the Rochester Board of Education would become the Education Voucher Agency to make policy decisions relating to the operation of a voucher system to the extent that such decisions cannot be delegated (see Section 1709 N.Y.S. Education Law). The Board of Education may, however, appoint a Voucher Director and a Voucher Agency Staff to perform certain delegable administrative duties related to a voucher demonstration and to make policy recommendations through the Superintendent of Schools to the Board of Education.

In addition, the Board will establish an Advisory Committee widely representative of participants within the voucher project target agea. The general purpose of such a group will be to advise the Board of Education on policy matters which affect the demonstration. The procedure by which this Committee will be selected, and the specific areas in which it will make recommendations to the Board, will be clearly articulated in the final proposal.

Our current draft proposal, which will form the basis of the final report to the Board, recommends that a group of 9-13 individuals, representative of relevant interests and concerns in the demonstration area, be either selected by the Board or selected by program participants. This group should include professional educators as well as parents —people representing different geographic segments of the demonstration area, and people representing the area's racial and socio-economic composition.

In addition to its general function as a sounding board and community resource, the Committee would recommend to the Board:

1. Explicit criteria for distributing start-up funds in addition to those agreed on by OEO and the District
2. That particular groups be given start-up loans or grants
3. Explicit criteria for deeming schools eligible to participate in addition to those agreed on by OEO and the District
4. That particular schools be deemed eligible to participate
5. The kinds of information that should be collected and disseminated to enable parents to make informed choices

The Voucher Advisory Committee would also advise the Board of Education on other as yet unidentified matters relevant to the voucher demonstration.

B. Voucher Agency Organization

As stated in A. above, authority would originate with the Board of Education and flow to the E.V.A. The Superintendent of Schools, pursuant to statute, would remain accountable to the Board of Education. The Voucher Director would be responsible to the Superintendent and all policy recommendations pertaining to the voucher demonstration would be addressed directly to the Superintendent or communicated through his office.

The Voucher Director would insure the performance of all administrative tasks necessary for the coordination of voucher staff efforts. He would also function as liaison between the various components of the demonstration and the Superintendent.

The responsibilities of the Voucher Director would include the following:

1. Dispensing vouchers
2. Regulating admissions
3. Effecting compliance of newly formed schools with qualification criteria
4. Implementing School Board policy pertaining to voucher demonstration schools

C. Other major components of the Voucher Agency and their general tasks are envisioned as follows:

1. Information Services -- the Information Unit would be responsible for collecting, verifying and cataloguing information regarding demonstration schools. Information pertaining to program offerings, staff, students, and physical plant would be included. The Information Unit would also establish and regulate Neighborhood Information Centers (NIC's), which would disseminate this information to eligible parents and serve as liaison between participating parents, voucher schools, and the Voucher Agency.

2. Research and Development Services -- the Research and Development Unit would develop a local evaluation plan in concert with the School District and participating school communities. The objectives of this evaluation would be threefold:

    a. To provide the District with vital information about the progress of the demonstration, assessing areas of participants' satisfaction/dissatisfaction

    b. To provide constructive feedback to school staffs by aiding in the assessment of parental perceptions of school programs [illegible] staff responsiveness

    c. To provide participating parents with specific information about school programs, allowing them to make intelligent choices for their children

    In addition, this Unit would coordinate local and outside (OEO) program evaluation efforts. All Research and Development activities would be approved by, and in some cases, implemented with the assistance of the City School District Division of Planning and Research.

As a result of the ongoing effort of conducting the Feasibility Study, the foregoing description of the Education Voucher Agency will be further revised and expanded as information pertaining to the operation of a demonstration is gathered and analyzed by the Feasibility Study Staff.

## II. LEVEL OF COMMUNITY INTEREST

Staff members of the Feasibility Study and representatives of the Rochester School Alternative Study Advisory Committee have been meeting with school, parent, and community groups. These meetings have two major purposes: (1) to make available general information regarding the Voucher Feasibility Study and the status of the draft proposal; (2) to achieve a firm basis and understanding of feelings and support from the groups themselves.

The number of requests for Staff attendance at meetings from both community and school-based groups shows a high degree of awareness of the Feasibility Study and a concern to be well-informed prior to further commitment. The climate of these meetings has often been emotionally charged. Indeed, many people have expressed concern about and interest in the value of such a program for children of Rochester.

A. Activities of the Study have been met with opposition as well as support. The Rochester Teachers Association has announced its opposition to any type of voucher demonstration and is actively organizing opposition. Most community groups, however, have expressed a great deal of interest and have indicated that they will judge the proposal on the basis of the final feasibility report. The Brookings Institute study on the future of Rochester has endorsed the study but has confused the issue in the public's mind by endorsing the inclusion of private and parochial schools.

B. Local daily newspapers have devoted a great deal of space to voucher-related articles. Two daily newspaper reporters have established regular channels of communications with the staff. Their reporting has been fair and accurate and has conveyed much information to the greater Rochester area public. Weekly newspapers continue to write articles. Radio stations have also taken an interest in providing air time for discussions of the voucher program.

Channel WXXI, a respected and widely-viewed educational television station, has provided generous amounts of time for discussion of the voucher study. A 90- minute program (with 30 minutes in Spanish) was provided in which a panel consisting of the voucher project director, an OEO representative, a member of the Board of Education, a parent representative to the Advisory Committee, an elementary school principal, and the Director of Parent Counselling for the Alum Rock demonstration, answered questions phoned in by interested citizens. Channel WXXI also provided special time for a televised interview with an Alum Rock voucher demonstration teacher to be shown in all schools during an afternoon staff meeting. They have given us invaluable assistance in the production of a slide presentation and have provided video tapes of the above-mentioned interviews.

In addition, Staff members have appeared on several popular television talk shows in the morning, afternoon, and evening time slots.

C. Parent Advisory Committees of the District have assisted in the parent information dissemination process; the Community Schools Council has been involved in informing inner city parents; the SUNY at Brockport has assigned an administrative intern to assist the staff; and the Genesee Ecumenical Ministries has aided us in informing the church community.

D. At the present time, we have received many inquiries from a variety of segments of the community about the procedures for insuring a sufficient number of alternatives through petitioning the Board to start new public schools. They have indicated a willingness to take a serious look at such a procedure once specific guidelines are established by the Board of Education. We have clearly stated that only public schools can be involved and that they must meet federal, state and local guidelines as a prerequisite to participation.

E. We are seeking legal assistance in investigating the legislative framework surrounding the establishment of new public schools. This research will be completed in the near future and will form the basis of the Study's recommendation to the Board concerning guidelines for the creation of new public school alternatives.

F. Between 10 and 20 public schools have expressed interest in exploring the voucher concept in depth. This interest has been conveyed to the staff in several ways:

1. Voluntary teacher-staff workshops organized to discuss voucher-related issues
2. Afternoon faculty meetings within almost every K-6 and some 7-8 schools
3. Several meetings with all K-8 principals in the Rochester school system

G. A question and answer booklet concerning the proposed system was mailed to every K-8 teacher in the system, and a "rumor-fact sheet" developed specifically to dispell widespread misinformation was also distributed to every K-8 teacher for discussion.

H. Meetings have been completed with all Zone Parent Advisory Committees. In addition, we have provided Staff members, upon request, for basic presentations and questions and answers discussions at all community group meetings.

I. One of the most difficult issues confronting the Study Staff is the question of selecting a "target area." At this time, target area selection is proceeding on two separate but interrelated levels. On the one hand, the City's and school's demographic characteristics are being studied to ascertain which potential target areas would meet the OEO requirement of racial-economic heterogeneity. On the other hand, individual schools (their principals, teachers and "communities") are being asked whether or not they wish further information about the program--information pertaining either to the way the system would operate or to the way the individual school might develop its program/programs.

# APPENDIX G

## Educator and Community Surveys

G-1

# FINAL REPORT

# ALTERNATIVE SCHOOLS SURVEY

FOR

CITY SCHOOL DISTRICT

ROCHESTER, N. Y.

JANUARY 19, 1973

LEGGE ASSOCIATES, INC.
31 ARLINGTON DR.
PITTSFORD, N. Y. 14534

Final Report
ALTERNATIVE SCHOOLS SURVEY

January 19, 1973

Page

INTRODUCTION 1

SUMMARY 3

Part I
EDUCATORS' SURVEY

Narrative Section 5
- Sampling & Fieldwork 7
- Analysis from Structured Questions 10
- Analysis of Comments 14

Documentary Section 17
- Tables 1.1 - 1.10 18-27
- Appendix 1A - Questionnaire, etc.

Part II
COMMUNITY SURVEY

Narrative Section 29
- Sampling & Fieldwork 31
- Basic Findings 31
- Cross-classifications 35

Documentary Section 36
- Tables 2.1 - 2.5 37-41
- Appendices 2A - 2C - Questionnaire, etc.

# Final Report
# ALTERNATIVE SCHOOLS SURVEY
January 19, 1973

## INTRODUCTION

The Alternative Schools Survey is a part within the Rochester Schools Alternative Study. Its main objective was to approach on an individual basis those who might be affected (educators, residents, parents) to obtain the distribution of knowledge, attitudes or concerns about the Alternative Schools proposal. Anonymity of the individuals was guaranteed. Interviewers were not allowed to influence respondents either for or against the voucher-financed system. They were committed to a neutral recording of whatever answer was given.

According to the degree respondents might be affected, it was proposed to approach —

- all administrators, principals, teachers
- a large sample of elementary school parents
- a sample of residents

The administrators, principals, and teachers were consulted as educational experts and as individuals whose professional careers might be affected. A self-administered questionnaire was used for this first part of the survey.

The parents were approached as those who would have to make decisions about where to send their children. Personal interviews were required to assure sufficient understanding of the voucher system and avoid the bias due to self-selection and low returns associated with "sent home" questionnaires.

Residents, as the least affected group, were also personally interviewed to voice their concerns. Their views about the desirability of the voucher system might differ from those directly affected. Some of the residents were also parents, and all parents were residents of the City of Rochester. Because of this overlap, the same kind of personal, household interview was used for both the resident sample and the parent sample.

Though different groups were approached, the question sequence and structure was to be sufficiently similar to make comparisons across these groups. Special efforts were made to avoid a premature, overall evaluation or association of the voucher idea with any politically controversial stands. For example, in the household interviews, respondents were requested to evaluate 17 different components of the educational experience before they were asked to give an overall judgment. The question flow was always from the specific to the general. Questions that might activate political alignments were avoided. Frequent consultations with the Rochester Alternative Schools Study staff and its advisory group were necessary to make sure that we did neither interfere with the professional debate of the issues nor that we were seen as associated with a specific stand.

The resident and parent questionnaires were nearly identical. The educator questionnaire was modified to meet the special situation of the educators at the time of the field work. It is for this reason that this report is presented in two parts, the first dealing with the self-administered educator survey, and the second with the personal interview community survey of parents and residents. Each part has a narrative section and a documentary Appendix section.

# Final Report
# ALTERNATIVE SCHOOLS SURVEY
January 19, 1973

## SUMMARY

A wide range of responses was found among educators and community respondents. The educators generally oppose a voucher plan, right now, and the community respondents generally favor the voucher plan. Knowledge of educational vouchers was limited. Misconceptions were frequent.

## Educator Survey

1. Educators had mixed feelings about the voucher plan at the time the self-administered questionnaire was handed out (December 20).
   - About 40% thought the idea was poor, 30% thought it was fair or good, 30% needed more information to decide.
   - About 43% felt the City should try to get money to develop more alternative schools, 41% opposed such a move.
   - Asked specifically whether they supported the educational voucher plan in Rochester, about 60% opposed it, 11% supported it, and the remaining 29% were undecided.

2. Comments to the open-ended questions indicated that the educators based their opposition on three reasons:
   - Two years of change are regarded as enough. They want stability for a few years.
   - They feel they have insufficient information on the plan and do not see how it might improve conditions in the classroom.
   - Many doubt whether the additional money will find its way down to the classroom.

3. The supportive group of educators come from existing alternative schools, open classrooms, and central staff.

4. The opposition seems to be against the voucher idea and not against alternative schools, and more against the total plan than against its individual components.

5. The existing alternative schools are well known, but only a minority of teachers want to teach there. Most would like to stay where they are.

Community Survey

1. Satisfaction with present schools was high.
   - Only 10% of the respondents indicated dissatisfaction.
   - Only 17% could name a school that they felt would be better for their child within the City. Many of these known schools were parochial schools so only 12% knew about a better City school for their child. Therefore, not more than 12% of the parents would consider transferring children to another school if the plan were implemented today with their present level of knowledge.
2. Existing alternative schools and alternative programs are well known in the community, but not always positively evaluated.
   - The term "educational voucher," inserted into the list of existing schools and programs was only known to 23% of respondents in the resident sample and 38% of respondents in the parent sample.
   - When these terms were known the respondents had little basis for evaluating them. The term "educational voucher" seems to have no positive image. The term "alternative schools" has a positive image with 16% and a negative image with 4%.
3. After explaining the voucher idea, people usually respond favorably.
   - About half said it was a good idea, only 15% said it was a poor idea.
   - Other questions like, "Would you personally welcome it?" and "Should the district apply for such a program.....?" gave similar proportions of 50-70% supporters and 12-15% rejectors.
4. Most respondents see the City district as doing a good or fair job, and would give most of those involved "more power." Those respondents who think the teachers are doing a very good job, and who are also very satisfied with their schools, tend to support the voucher idea. Dissatisfied respondents tended to regard the voucher idea as poor.

These two surveys could only mirror the situation at the study time. The Rochester Teachers Association's stand against the plan was well known among the teachers who completed the questionnaires mostly together at the Wednesday afternoon faculty meeting with no Alternative Schools Study staff member present. Such group situations give different results than person-to-person interviews in the privacy of the respondents' homes. The widespread assumption that the voucher "experiment" would lead to a major turmoil will also have influenced the results towards a rejection for Rochester. Thus, these findings may reflect many discrepancies and even misconceptions, but indicate what the various respondent groups thought of the issue in December 1972.

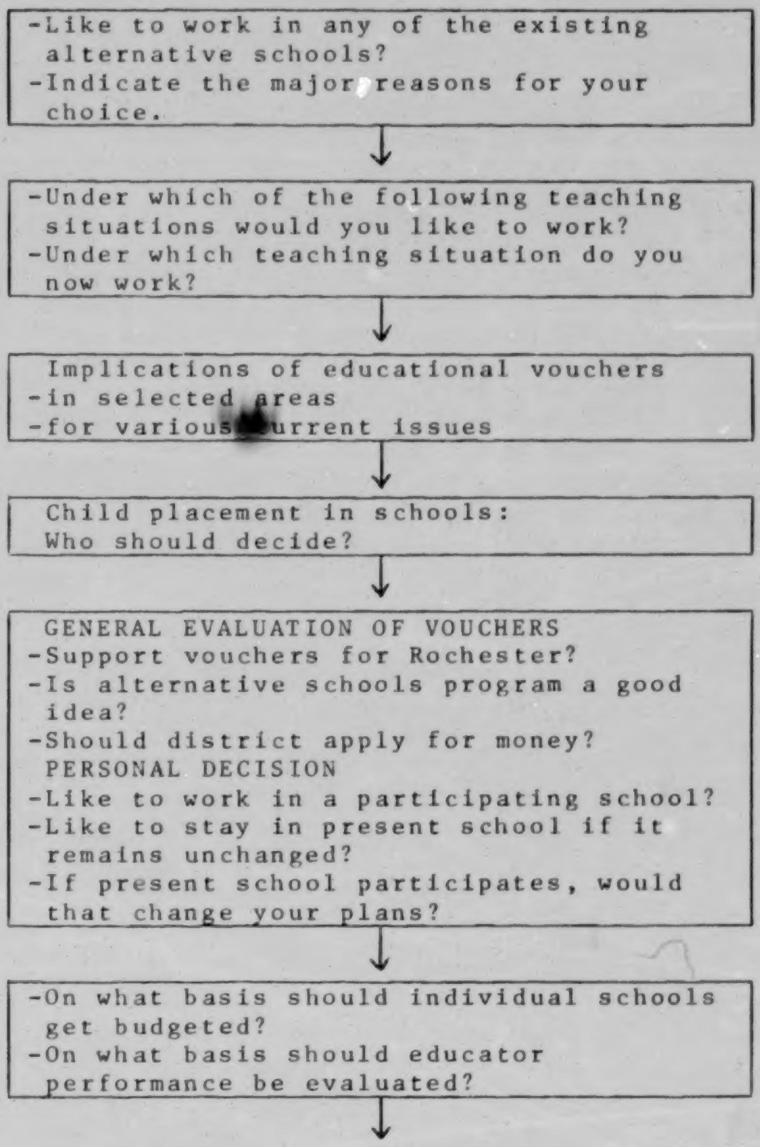
## Part I: SURVEY OF EDUCATORS
### Narrative Section

Some overriding considerations determined the design of the Educator Survey. First, all concerned educators should be given a chance to voice their reservations and express their support. With the given budget and time restraints this could only be achieved by the use of self-administered questionnaires. Second, the educators' knowledge and understanding of the Alternative Schools Program would be limited to what they have learned from the newspapers, television and professional, local associations and journals. There was no time or possibility, similar to the one in the Community Survey, to explain the concepts involved. Third, the community controversy and the position of the Rochester Teachers' Association had to be considered. This prevented a pretest of the questionnaire and an administration by study staff members. All educators were to answer the questionnaire at the same point in time. The questionnaire was designed to provide opportunity for every educator to amply explain what defined his opinion through answers to open-ended questions. Every person in the school system who might be effected would have an opportunity to respond. Every effort was made to assure complete and thorough confidentiality.

In cooperation with the Research and Evaluation Department of the City School District, questions were prepared for structured answers, yet providing opportunity to express a range of opinion and written comments explaining why a specific position was taken. Figure 1 presents an overview over the question content. There were five major content areas explored in the questionnaire, though the various, related questions did not always follow each other exactly. First, the present preference to work in the existing alternative schools of the district was determined, and the major reasons for such a preference. Second, we inquired about the various teaching situations under which the educator would like to work. This was followed by a question about which teaching environment they actually did work under at the moment. Third, the expected changes due to the education voucher system was explored. Implications for specific areas and for various, current issues were determined. Fourth, a number of questions explored the basic norms or values of the educators concerning who should decide in which school a child should be placed, on what basis individual schools should get budgeted, and on what basis educator performance should be evaluated. Finally, the last group of questions concerned the evaluation of the voucher plan. Three questions were concerned with the general evaluation of vouchers such as, "Do they support vouchers for Rochester?", "Is the Alternative Schools Program a good idea?" and "Should the district apply for a grant to develop an Alternative Schools Program?" Another three questions explored to what extent the educator saw himself affected by the voucher system. The first of these questions inquired whether they would like to work in a participating

## FIGURE 1

Question Grouping on Educator Questionnaire



| For Wording See | | For Findings See |
|---|---|---|
| Questions #1, #6 | -Like to work in any of the existing alternative schools?<br>-Indicate the major reasons for your choice. | Table 1.9 |
| Questions #2, #12 | -Under which of the following teaching situations would you like to work?<br>-Under which teaching situation do you now work? | Table 1.5<br>Table 1.4 |
| Questions #3, #7 | Implications of educational vouchers<br>-in selected areas<br>-for various current issues | Sample Questionnaire |
| Question #4 | Child placement in schools:<br>Who should decide? | Sample Questionnaire |
| Questions #5, #15, #16<br>Questions #8, #9 | GENERAL EVALUATION OF VOUCHERS<br>-Support vouchers for Rochester?<br>-Is alternative schools program a good idea?<br>-Should district apply for money?<br>PERSONAL DECISION<br>-Like to work in a participating school?<br>-Like to stay in present school if it remains unchanged?<br>-If present school participates, would that change your plans? | Table 1.2<br>Table 1.3<br>Table 1.6<br>Table 1.7 |
| Questions #13, #14 | -On what basis should individual schools get budgeted?<br>-On what basis should educator performance be evaluated? | Sample Questionnaire |
| | ANY COMMENTS? | Table 1.10 |

school, a second one whether they like to stay in the present school if it remains unchanged and why so, and lastly, would they change their plans if their present school would participate in the voucher system?

The questionnaire was accompanied by a brief letter requesting cooperation and assuring the respondents confidentiality. The detailed wording and the instructions are given in Appendix 1.A. The marginal distributions are recorded directly on the questionnaire.

## SAMPLING AND FIELDWORK

To make sure every professional and para-professional was reached and given a questionnaire, substantial effort was spent to identify the best available list for the defined audience.

1. Professional educators (those included in the New York State Teachers' Retirement Program).
2. Para-professionals (Civil Service employees whose position description includes a direct relationship to the educational function).
3. Central Staff Personnel (those whose activities affect educational programs).

It was determined that the most accurate personnel list was the payroll system. This was used to prepare labels exactly as is done for semi-monthly check distribution.

Recognizing that the most recent changes would not be in the payroll list, the Research and Evaluation Department supplied estimates of the total number of questionnaires required by each school. When preparing the package of questionnaires for each school, the labeled questionnaires were counted; if there were less than the estimated number required, a sufficient number of additional unlabeled questionnaires were provided to make up the deficit. In every case, it was preferred to err on the side of too many, and as a result only four schools required extra questionnaires.

As shown in Table 1.1, 2,948 questionnaires were provided. Packages of questionnaires sent to schools were accompanied by a copy of each school's personnel roster. This was provided in order that each school could record and verify that all eligible individuals received questionnaires, and the method by which they were expected to be returned, by mail or through the school courier system.

# EDUCATOR SURVEY
# SUMMARY OF FIELD WORK

| QUESTIONNAIRE: | No. | Percent |
|---|---|---|
| Distribution to Individuals | 2,380 | 100 |
| Not Returned | 858 | 36 |
| Returned Blank | 337 | 14 |
| Total Not Analyzed | 1,195 | 50% |
| Returned With Comments only | 134 | 6 |
| Returned Completed | 1,051 | 44 |
| Total Analyzed | 1,185 | 50% |

To make sure educators could answer easily, the questionnaires were scheduled in conjunction with the regular Wednesday (December 20, 1972) faculty meetings at all schools. Questionnaires were distributed the day before and provision made to collect completed questionnaires at the faculty meetings for return to Legge Associates, Inc.

## Maintaining Confidentiality

To assure each individual that there would be no way of identifying his answers, everyone was given the opportunity to participate in the central collection at the faculty meeting, or to return his questionnaire by mail. In this way, any individual who did not wish to be identified with a particular school would remain anonymous.

Reply envelopes were provided in which questionnaires could be sealed before return. No one at a local school could tell what answers had been given, or even whether or not the questionnaire being returned had been completed.

In addition to these normal assurances of confidentiality, even standard demographic classification such as age, sex, and teaching level were avoided.

## Considerations of Educator Understanding

The survey, in order to provide information for the overall study, had to meet tight deadlines; thus, there was nothing the survey staff could do to increase awareness and knowledge of educators regarding the Alternative Schools Program. This was compounded by the normal distractions of the week before Christmas.

The study was therefore planned recognizing that in any group the amount of information held by individuals varies substantially. There are some individuals, who for various reasons, will be well informed, many with modest amounts of information, and some perhaps completely uninformed. This occurs at all levels of awareness. The results of the survey should be interpreted with caution, recognizing that responses are based upon the early phases of information dissemination. Ample opportunity was provided to respond or qualify answers based upon lack of knowledge or the expectation that more information might change an opinion.

The Alternative Schools Study staff provided information during the planning and distribution stages of this survey. Distribution of the questionnaires at schools was scheduled *after* all educators had an opportunity to read at least one brochure and hear a report from one or more colleagues who had attended briefing meetings. This information dissemination was followed up by supplying a revised government proposal for each individual the day before the faculty meetings of December 20.

The publicity given to the voucher plan in local mass media provided little help in disseminating knowledge, since it focused more on controversy and the Rochester Teachers' Association's position than on using educational vouchers to finance an Alternative Schools Program.

## Distribution and Communication

Schools were first informed of the survey by a notice in the superintendent's *quick-line* to school administrators. This notice was to be posted on the bulletin board.

Following the *quick-line*, a schedule for the survey was furnished to the schools, again with recommendation for teacher bulletin posting.

The package of questionnaires for each school was accompanied by a detailed set of instructions (Appendix 1.A). A special telephone number identified in the instructions was established to provide answers to questions and to verify receipt of materials.

On the day questionnaires were distributed to schools (December 19, 1972), 16 randomly selected schools were telephoned verifying receipt of materials, understanding of procedures, and to identify any possible problem. In general, all questions had been adequately answered by the communications program and only additional questionnaires were required. Questions confirmed that the understanding was correct.

For those few schools not having a faculty meeting on December 20, special arrangements for questionnaire collection were established.

## Collection of Completed Questionnaires

Forty-six schools used the return system established in cooperation with the City School District Administrative Service Department. Responses from all but 8 schools were obtained on schedule, 2 of these having indicated that all questionnaires would be returned by mail; 2 other schools, because of special circumstances, were unable to collect centrally in sufficient time; thus, some were only represented by mail responses.

## ANALYSIS OF ANSWERS TO STRUCTURED QUESTIONS

### Grouping of Educators Used for the Analysis

Since the survey was to learn the opinions and attitudes of educators and identify possible related factors, the analysis focused on key responses and the differences between identifiable categories of respondents. Respondents were grouped as to the type of school they worked in:

1. Elementary schools (responses from elementary schools returned through the central school district).
2. Secondary schools (responses from secondary schools returned through the central school district).
3. "Special Schools" (World of Inquiry & Interim Junior High).
4. Central Staff (identifiable through special reply envelopes).
5. Mail returns (those individuals from all categories who chose to return questionnaires directly to Legge Associates, Inc.).

All questions were analyzed by type of school. The three, key questions (#5, #15 and #16) which asked for an evaluation of the voucher issue were also cross-tabulated with respondent perception of present teaching environment.

Educator Description of Present Teaching Environment

The description of their present teaching situations (Table 1.4) indicates some differences but none that are unexpected.

For the most part, schools are reported as graded except by staff members of special schools. Respondents who mailed questionnaires were more likely to represent schools that are graded with self-contained classrooms. The central staff members appear to see the schools with which they work as ungraded for the most part.

Most classrooms are described as self-contained, again except those in special schools. Respondents who mailed in their questionnaires were more likely to have a high proportion of self-contained classrooms. Secondary schools appeared to be seen as medium size by the central staff members and elementary schools for the most part seem to be considered medium size. Only the specialized schools are described by educators in them as small, while respondents answering by mail tended to describe their schools as large.

Most of the schools were seen by educators as being inner-city schools, although secondary level and central staff personnel are more likely to report schools as inner city. Interestingly, educators from the two identifiable, special schools, World of Inquiry and Interim Junior High, described them as outer city.

Educator Preference for Teaching Environments

Table 1.5 indicates that respondents from the special schools and the central staff may have broader interests than educators generally.

Among those who mailed questionnaires, a graded environment rates highly as do self-contained classrooms. For high school level respondents, graded classrooms are important and other characteristics about equal.

For the special school respondents, preference is for ungraded, open, small, and moderately disciplined schools. For central staff members, a similar pattern exists.

Educators generally preferred strong discipline, except respondents from special schools and central staff.

The medium size school is preferred except by educators from special schools and central staff who indicate preference for a small school.

There is no strong aversion to inner-city schools. Central staff individuals feel location makes little difference, while those who mailed responses showed modest preferences for inner city.

## General Evaluation of Educational Vouchers

When asked directly in question #5 regarding the feasibility of the proposed Program in Rochester, 59.5% expressed opposition, 29.3% were undecided, and 11.2% supported it (Table 1.2).

Respondents who mailed their questionnaires were strongest in their opposition, and no one strongly approved. These respondents were more likely to have an opinion, being undecided less frequently (17.2%) than any other group. Overall, just 1.0% of this group approved the idea and 81.8% disapproved.

Secondary level respondents also were not in favor of the plan. Nearly 70% opposed and under 8% supported it.

Elementary level respondents, the largest group, had a majority, 58.4%, opposing, but nearly one-third, 31.2% were undecided.

The group of respondents decidedly supporting the Program comes from the special schools. No one in this group expressed strong opposition; 38.2% were undecided, and 55.8% supported the plan.

Central staff members were mostly undecided (59.8%) with 20.6% expressing support.

After having opportunity to react to factors and possible implications of the Alternative Schools Program, respondents re-evaluated the Program as an *idea* in question #15. Table 1.3 compares the later responses with the earlier ones. It can be seen that about the same number, 38.6%, rate the program as a "poor idea" as expressed *strong* opposition earlier (37.5%). The proportion rating this idea as "good" was somewhat greater (16.8%) than the proportion expressing support earlier, (11.2%).

Generally, about the same proportion of respondents feel the City School District should not seek Federal funds (40.2%) as *strongly* oppose (38.5%) or evaluate the Program as *poor* (38.6%). But, more educators are inclined to go along with seeking Federal funds for the Program than show support (12.2%) or consider the Program at least a *fair* idea (30.4%).

## Support of Alternative Schools Program

In order to relate educator responses to background factors, each individual respondent was asked in question #12 to describe the teaching environment of the present school and in question #2 to express a preference for being a member of the staff at a school with a specific teaching environment.

Educators appear to be working where they would like to be; there is little indication that secondary level teachers would prefer elementary level and only slight preference for special interest assignments. Conversely, elementary level preference is for elementary level, although somewhat higher interest is shown for secondary level than in the reverse case.

Respondents from special schools indicate preference for elementary level. Thus, since educators are presently satisfied in their present school assignments, their expressed feeling about the Alternative Schools Program would not appear to reflect unrest at individual schools.

In the cross-tabulation shown in Table 1.6 respondents indicating strong opposition appear to come from more structured environments; that is, graded schools with self-contained classrooms. Respondents indicating support appear to come from environments with open classrooms, small school size, and special interest assignments.

Those respondents who are undecided, indicated an "in-between" perception of their schools; that is, a preference either for graded or ungraded teaching, and either for inner city or outer city.

Other than these factors, there seems to be little in the present school to differentiate respondents indicating various degrees of support of the Program.

## Evaluation of the Alternative Schools Program as an Idea

A similar cross-tabulation of questions #12 and #15 indicates that respondents considering the Program a *poor* idea are inclined to be in a graded school, unlikely to have open classrooms, not a large school, and neither inner or outer city (Table 1.7).

Those considering the Program a *good* idea are inclined to be in an ungraded, open classroom, large school, inner city and involved with a special interest area.

Since respondents have an opportunity to seek more information, it was significant that approximately one-quarter of respondents in all types of environments would like more information before making a judgment.

### Should the District Apply?

The cross-tabulation (Table 1.8) of question #12 and #16 indicates respondents from ungraded and open-classroom situations are less likely to be against seeking funds. Those in open-classroom schools are mostly among those who definitely think funds should be sought.

### Educator Interest in Being a Part of Existing Alternative Schools

In consideration of the Alternative Schools Program, educator interest in participation with the present alternative schools (#8) was selected as a possible indicator of interest in being a part of the Program.

Table 1.9 shows the responses of educators in relation to interest of participating in present alternative schools. Respondents from the special schools and the central staff consistently indicate greater interest than other groups.

There are more firm opinions regarding the World of Inquiry School. The greatest uncertainty surrounds the Adelante Program and the Street Academy.

## ANALYSIS OF COMMENTS

### Educator Use of Open-ended Question Opportunity

The answers given to open-ended questions add substantial understanding to the survey's quantitative analysis. The educators utilized the opportunity to comment extensively. Over 80% (Table 1.10) of questionnaires had at least one comment. The central staff had the highest number of comments, followed by secondary school educators.

70% of the comments were in response to three questions, although every question in the questionnaire was commented upon at least 12 times. Question #5 received the most comments, approximately 31% of all. 24% of the comments were received regarding question #9, and 18% were given for the final question #17, which was solely for comment.

Comments for the most part focused on the alternative schools and education voucher idea, but some comments (12%) were about the survey. The comments regarding the survey, it is felt, indicated largely a lack of understanding regarding the purpose of the survey. A significant group of respondents, including the 134 who answered no structured questions, appear to represent a firmly established opinion against any change, and against cooperation for any new program.

There was some indication that groups of individuals worked together to complete and comment on the questionnaire. Many comments appeared identical. Two questionnaires were identified with identical question responses and identical comments. We treated this not as duplication, but as two people completing the questionnaire together.

### Commentary Regarding Question #5

### Support of Alternative Schools Program

*Negative Comments:* 65% of the educators' comments expressed opposition to the Program. They feel that the proposed experiment would be another change and the school system has already been adversely affected by too many changes. It would be another "unnecessary" change and harmful to the children. Many also felt that parents would be given too much to say about their children's education, which in some cases would be more damaging to the child than helpful. A large number stated that the voucher method would encourage greater segregation and create busing problems.

These comments communicate an overall feeling that the Program would be unnecessary, confusing, and expensive.

*Positive Comments:* Those educators who favor the Program do so with some reservation and stipulations. All who are in favor would be willing to cooperate with the proposed experiment providing that the plan will be followed exactly as currently proposed. However, practically all expressed strong doubts that this would come about. The overall positive feeling is that the Program would tend to be an improved motivation for parents, students, and teachers. The present system lacks incentives, this group believes.

*Need For More Information:* Somewhat under 10% expressed the viewpoint that they did not yet have enough information to make a decision. Interestingly, they stated a desire for more information and expressed willingness to view it with an open mind.

### Commentary Regarding Question #9

### Like to Stay in Present School as It Is?

*Negative Comments:* A minority (4%) of respondents were dissatisfied with present schools. For the most part, the comments indicated concern over a perceived lack of understanding and communication by the administration. Many respondents felt they could accomplish more by transferring to a different school within the School District.

*Positive Comments:* Most (71%) respondents are satisfied with their present school's philosophies, structures, and sizes.

Other characteristics frequently viewed favorably are satisfaction with colleagues and local school administration. Most of those satisfied expounded sufficiently to indicate a belief that their school was doing a fully effective job educating students. A somewhat smaller group, however, will remain at their present school only because they see no better opportunity.

*Need For More Information:* Another group of respondents expressed uncertainty whether or not they would remain in their present school. They explained the frequent changes had created an environment adversely affecting education, and felt it premature to make a judgment now.

*General:* As might be expected, comments indicate the local school principal is a key factor in teacher satisfaction. Detailed analysis, would indicate individual schools have different proportions of satisfied teachers because of this, but we had no right or authority to analyze that aspect.

Commentary Regarding Question #17
Any Additional Comments?

*Negative Comments:* Many, 43%, of the educators wrote unfavorable comments concerning the Program. Some criticized the questionnaire itself. The generally expressed feeling toward the questionnaire was one of ambiguous questions and a suspicion that open-ended comments would be interpreted as "pro" Program, no matter what was said. Comments concerning the Program itself dealt mainly with an opposition to rushing into a new operation and not being able to handle it. Many educators stated that they were tired of change, and they wanted to begin teaching. They suggested the money be used to improve present systems. There was also a question of how special education would fit into the Program. The overall opinion was that the Program must be more clearly defined and described before educators are expected to evaluate it, since many questions remained unanswered regarding how the Program will work and what results are likely.

*Positive Comments:* A minority, 5%, of the educators responding had favorable comments concerning the Program. It was stated several times that the Alternative Schools Program could be good, but only for a minority of students. Some professionals stated that it is, in principle, a good Program, but not for Rochester now.

Educators in favor of this Program still express many doubts, yet offer little specific reason for the doubts.

*Need For More Information:* A smaller group of educators commented that they need more information concerning the Program.

## Part I: SURVEY OF EDUCATORS
## Documentary Section

| | |
|---|---|
| Table 1.1 | Field Work Report<br>Returns by type of school |
| Table 1.2 | Support of Alternative Schools<br>by type of school (Question #5) |
| Table 1.3 | General Support of Educational Vouchers:<br>Comparison of Responses to Questions #5, #15 and #16 |
| Table 1.4 | Present Teaching Environment<br>by type of school (Question #12) |
| Table 1.5 | Preferred Teaching Environment<br>by type of school (Question #2) |
| Table 1.6 | Support for Alternative School Program<br>by present teaching environment<br>(Question #5 by Question #12) |
| Table 1.7 | Alternative Schools As An Idea<br>by present teaching environment<br>(Question #15 by Question #12) |
| Table 1.8 | Application For Funds<br>by present teaching environment<br>(Question #16 by Question #12) |
| Table 1.9 | "Like to work in existing alternative schools?"<br>by type of school (Question #1) |
| Table 1.10 | Frequency of Comments<br>by question number |
| Appendix 1A | Questionnaire |

## Table 1.1: FIELDWORK REPORT BY TYPE OF SCHOOL

| Where Sent | Total Provided | Not Used | Distribution Within Schools | RESPONSES Completed | Comments Only | Blank | TOTAL |
|---|---|---|---|---|---|---|---|
| Elementary Schools | 1,947 | 452 | 1,495 | 523 | - | 109 | 632 |
| Secondary Schools | 831 | 108 | 723 | 206 | - | 62 | 268 |
| Special Schools | 58 | 3 | 55 | 35 | - | 5 | 40 |
| Central Staff | 112 | 5 | 107 | 83 | - | 4 | 87 |
| Returned by Mail | - | - | - | 204 | 134 | 157 | 495 |
| TOTAL | 2,948 | 568 | 2,380<br>(100%) | 1,051 | 134* | 337 | 1,522<br>(63.9%) |

* These responses were universally negative on the proposed plan, the survey, or both.

Table 1.2: SUPPORT OF ALTERNATIVE SCHOOLS BY TYPE OF SCHOOL (Question #5)

| | Strongly Oppose | | Oppose | | Undecided | | Support | | Strongly Support | | TOTAL (Base) | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | # | % | # | % | # | % | # | % | # | % | # | % |
| Mailed | 110 | 57.3 | 47 | 24.5 | 33 | 17.2 | 2 | 1.0 | 0 | 0.0 | 192 | |
| Secondary School | 86 | 50.9 | 31 | 18.3 | 39 | 23.1 | 9 | 5.3 | 4 | 2.4 | 169 | |
| Special School | 0 | 0.0 | 2 | 5.9 | 13 | 38.2 | 13 | 38.2 | 6 | 17.6 | 34 | |
| Elementary School | 153 | 32.0 | 126 | 26.4 | 149 | 31.2 | 40 | 8.4 | 10 | 2.1 | 478 | |
| Central | 5 | 6.9 | 2 | 2.8 | 43 | 59.7 | 13 | 18.1 | 9 | 12.5 | 72 | |
| TOTAL | 354 | 37.5 | 208 | 22.0 | 277 | 29.3 | 77 | 8.1 | 29 | 3.1 | 945 | 100.0 |
| No Answer | | | | | | | | | | | 106 | |
| | | | | | | | | | | | (1,051) | |

Table 1.3: GENERAL SUPPORT OF EDUCATIONAL VOUCHERS
Comparison of Responses to Questions #5, #15 and #16

| Question # | | No Answer # | % Strongly Oppose | % Oppose | % Undecided | % Approve | % Strongly Support |
|---|---|---|---|---|---|---|---|
| 5 | "Feasibility in Rochester" | 192 | 37.5 | 22.0 | 29.3 | 8.1 | 3.1 |
| | | | Poor Idea | More Info. | No Opinion | Fair Idea | Good Idea |
| 15 | "Feel program is an idea" | 142 | 38.6 | 25.9 | 5.1 | 13.6 | 16.8 |
| | | | Definitely No | Probably No | Don't No | Probably Yes | Definitely Yes |
| 16 | "Try to get the money" | 181 | 24.7 | 15.5 | 17.0 | 20.0 | 22.8 |

Table 1.4: PRESENT TEACHING ENVIRONMENT BY TYPE OF SCHOOL (Question #12)

| | Mailed | | Secondary School | | Special School | | Elementary School | | Central | | TOTALS | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Grading: | # | % | # | % | # | % | # | % | # | % | # | % |
| Either | 24 | 14.0 | 3 | 2.4 | 0 | 0.0 | 50 | 12.1 | 4 | 6.8 | 81 | 10.1 |
| Ungraded | 78 | 45.3 | 7 | 5.5 | 27 | 96.4 | 285 | 69.0 | 31 | 52.5 | 428 | 53.6 |
| Graded | 70 | 40.7 | 117 | 92.1 | 1 | 3.6 | 78 | 18.9 | 24 | 40.7 | 290 | 36.3 |
| | | | | | | | | | | | 799 | 100.0 |
| Classrooms: | | | | | | | | | | | | |
| Either | 27 | 18.8 | 17 | 16.7 | 0 | 0.0 | 119 | 33.2 | 14 | 25.9 | 177 | 25.7 |
| Self-contained | 87 | 60.4 | 48 | 47.1 | 0 | 0.0 | 136 | 38.0 | 31 | 54.7 | 302 | 43.8 |
| Open | 30 | 20.8 | 37 | 36.3 | 32 | 100.0 | 103 | 28.8 | 9 | 16.7 | 211 | 30.6 |
| | | | | | | | | | | | 690 | 100.0 |
| Size: | | | | | | | | | | | | |
| Large | 82 | 48.0 | 70 | 50.7 | 0 | 0.0 | 151 | 36.5 | 17 | 30.4 | 320 | 39.8 |
| Medium | 74 | 43.3 | 61 | 44.2 | 9 | 34.6 | 186 | 44.9 | 28 | 50.0 | 358 | 44.5 |
| Small | 15 | 8.8 | 7 | 5.1 | 17 | 65.4 | 77 | 18.6 | 11 | 19.6 | 127 | 15.8 |
| | | | | | | | | | | | 805 | 100.0 |
| Location: | | | | | | | | | | | | |
| Either | 11 | 7.1 | 9 | 7.0 | 5 | 22.7 | 33 | 8.3 | 9 | 16.1 | 67 | 8.8 |
| Outer-city | 53 | 34.0 | 24 | 18.8 | 12 | 54.5 | 161 | 40.5 | 7 | 12.5 | 257 | 33.8 |
| Inner-city | 92 | 59.0 | 95 | 74.2 | 5 | 22.7 | 204 | 51.3 | 40 | 71.4 | 436 | 57.4 |
| | | | | | | | | | | | 760 | 100.0 |
| Level: | | | | | | | | | | | | |
| Special Interest | 14 | 10.8 | 14 | 19.2 | 2 | 7.4 | 14 | 3.7 | 7 | 15.2 | 51 | 7.8 |
| Intermediate | 28 | 21.5 | 58 | 79.5 | 7 | 25.9 | 97 | 25.7 | 8 | 17.4 | 198 | 30.3 |
| Primary | 88 | 67.7 | 1 | 1.4 | 18 | 66.7 | 266 | 70.6 | 31 | 67.4 | 404 | 61.9 |
| | | | | | | | | | | | 653 | 100.0 |

Table 1.5: PREFERRED TEACHING ENVIRONMENT BY TYPE OF SCHOOL (Question #2)

| | Mailed | | High School | | Special School | | Elementary School | | Central | |
|---|---|---|---|---|---|---|---|---|---|---|
| | # | % | # | % | # | % | # | % | # | % |
| Grading: | | | | | | | | | | |
| Either | 38 | 22.6 | 31 | 16.4 | 2 | 6.7 | 92 | 22.0 | 14 | 22.6 |
| Ungraded | 56 | 38.3 | 37 | 28.9 | 25 | 18.2 | 182 | 43.5 | 31 | 50.0 |
| Graded | 74 | 44.0 | 70 | 54.7 | 3 | 10.0 | 144 | 34.4 | 17 | 27.4 |
| Classroom: | | | | | | | | | | |
| Either | 37 | 23.3 | 26 | 23.9 | 3 | 9.4 | 86 | 21.1 | 14 | 23.0 |
| Self-Contained | 71 | 44.7 | 45 | 41.3 | 4 | 12.5 | 177 | 43.4 | 16 | 26.2 |
| Open | 51 | 32.1 | 38 | 34.9 | 25 | 78.1 | 145 | 35.5 | 31 | 50.8 |
| Discipline: | | | | | | | | | | |
| Either | 11 | 6.3 | 8 | 5.8 | 3 | 11.5 | 31 | 7.3 | 6 | 10.0 |
| Moderate | 67 | 38.5 | 54 | 38.8 | 20 | 76.9 | 211 | 9.9 | 33 | 55.0 |
| Strong | 96 | 55.2 | 77 | 55.4 | 3 | 11.5 | 181 | 42.8 | 21 | 35.0 |
| Size: | | | | | | | | | | |
| Large | 34 | 20.4 | 27 | 20.6 | 1 | 3.6 | 51 | 12.6 | 7 | 12.1 |
| Medium | 107 | 64.1 | 85 | 64.9 | 12 | 42.9 | 275 | 67.9 | 37 | 63.8 |
| Small | 26 | 15.6 | 19 | 14.5 | 15 | 53.6 | 79 | 19.5 | 14 | 24.1 |
| Location: | | | | | | | | | | |
| Either | 36 | 20.2 | 57 | 43.2 | 8 | 36.4 | 123 | 30.9 | 25 | 42.4 |
| Outer-city | 66 | 38.2 | 53 | 25.0 | 7 | 31.8 | 163 | 41.0 | 14 | 23.7 |
| Inner-city | 71 | 41.0 | 42 | 31.8 | 7 | 31.8 | 112 | 28.1 | 20 | 33.9 |
| Level: | | | | | | | | | | |
| Special Interest | 20 | 13.5 | 27 | 30.0 | 3 | 10.7 | 29 | 7.1 | 10 | 17.9 |
| Intermediate | 43 | 29.1 | 58 | 64.4 | 5 | 17.9 | 161 | 39.2 | 16 | 28.6 |
| Primary | 85 | 57.4 | 5 | 5.6 | 20 | 71.4 | 221 | 53.8 | 30 | 53.6 |

## Table 1.6: SUPPORT FOR ALTERNATIVE SCHOOLS PROGRAM BY PRESENT TEACHING ENVIRONMENT (Question #5 by Question #12)

| | Strongly Oppose | | Oppose | | Undecided | | Support | | Strongly Support | |
|---|---|---|---|---|---|---|---|---|---|---|
| **Grading:** | # | % | # | % | # | % | # | % | # | % |
| Graded | 115 | 40.0 | 54 | 18.9 | 87 | 30.5 | 22 | 7.7 | 7 | 2.5 |
| Ungraded | 137 | 32.8 | 102 | 24.4 | 125 | 29.9 | 40 | 9.6 | 14 | 3.3 |
| Either | 24 | 30.0 | 23 | 28.8 | 34 | 30.0 | 6 | 7.5 | 3 | 3.8 |
| TOTALS 783/100% | 276 | 35.2 | 179 | 22.9 | 236 | 30.1 | 68 | 8.7 | 24 | 3.1 |
| **Classrooms:** | | | | | | | | | | |
| Open | 59 | 28.9 | 43 | 21.1 | 58 | 28.4 | 31 | 15.2 | 13 | 6.4 |
| Self-contained | 117 | 39.8 | 70 | 23.8 | 82 | 27.9 | 19 | 6.5 | 6 | 2.0 |
| Either | 54 | 30.7 | 42 | 23.9 | 64 | 36.4 | 11 | 6.3 | 5 | 2.8 |
| TOTALS 674/100% | 230 | 34.1 | 155 | 23.0 | 204 | 30.3 | 61 | 9.1 | 24 | 3.6 |
| **School Size:** | | | | | | | | | | |
| Large | 105 | 33.4 | 75 | 23.9 | 103 | 32.8 | 25 | 8.0 | 6 | 1.9 |
| Medium | 137 | 39.1 | 93 | 26.6 | 81 | 23.1 | 27 | 7.7 | 12 | 3.4 |
| Small | 40 | 32.3 | 18 | 14.5 | 44 | 35.5 | 16 | 12.9 | 6 | 4.8 |
| TOTALS 788/100% | 282 | 35.8 | 186 | 23.6 | 228 | 28.9 | 68 | 8.6 | 24 | 3.0 |
| **Type of School:** | | | | | | | | | | |
| Inner-city | 139 | 32.9 | 94 | 22.3 | 130 | 30.8 | 43 | 10.2 | 16 | 3.8 |
| Outer-city | 89 | 35.2 | 66 | 26.1 | 75 | 29.6 | 16 | 6.3 | 7 | 2.8 |
| Either | 23 | 34.8 | 12 | 18.2 | 23 | 34.8 | 7 | 10.6 | 1 | 1.5 |
| TOTALS 741/100% | 251 | 33.9 | 172 | 23.2 | 228 | 30.8 | 66 | 8.9 | 24 | 3.2 |
| **Level:** | | | | | | | | | | |
| Primary | 119 | 29.9 | 98 | 24.6 | 132 | 33.2 | 39 | 9.8 | 10 | 2.5 |
| Intermediate | 72 | 36.7 | 46 | 23.5 | 57 | 29.1 | 13 | 6.6 | 8 | 4.1 |
| Special Interest | 22 | 45.8 | 7 | 14.6 | 13 | 27.1 | 2 | 4.2 | 4 | 8.3 |
| TOTALS 642/100% | 213 | 33.2 | 151 | 23.5 | 202 | 31.5 | 54 | 8.4 | 22 | 3.4 |

Table 1.7: ALTERNATIVE SCHOOLS AS AN IDEA BY PRESENT TEACHING ENVIRONMENT (Question #15 by Question #12)

| | Need More Information | | No Opinion | | Poor Idea | | Fair Idea | | Good Idea | |
|---|---|---|---|---|---|---|---|---|---|---|
| Grading: | # | % | # | % | # | % | # | % | # | % |
| Graded | 66 | 24.1 | 9 | 3.3 | 119 | 43.4 | 39 | 14.2 | 41 | 15.0 |
| Ungraded | 110 | 26.3 | 21 | 5.0 | 149 | 35.6 | 61 | 14.6 | 77 | 18.4 |
| Either | 22 | 28.2 | 3 | 3.8 | 29 | 37.2 | 14 | 17.9 | 10 | 12.8 |
| TOTALS 700/100% | 198 | 35.7 | 33 | 4.3 | 297 | 38.6 | 114 | 14.8 | 128 | 16.6 |
| Classrooms: | | | | | | | | | | |
| Open | 43 | 21.1 | 10 | 4.9 | 64 | 31.4 | 30 | 14.7 | 57 | 27.9 |
| Self-Contained | 74 | 25.6 | 12 | 4.2 | 120 | 45.5 | 40 | 13.8 | 43 | 14.9 |
| Either | 45 | 26.5 | 7 | 4.1 | 68 | 40.0 | 29 | 17.1 | 21 | 12.4 |
| TOTALS 663/100% | 162 | 24.4 | 29 | 4.4 | 252 | 38.0 | 99 | 14.9 | 121 | 18.3 |
| School Size: | | | | | | | | | | |
| Large | 69 | 22.8 | 18 | 6.0 | 112 | 37.1 | 52 | 17.2 | 51 | 16.9 |
| Medium | 87 | 25.1 | 14 | 4.0 | 152 | 43.9 | 41 | 11.8 | 52 | 15.0 |
| Small | 33 | 26.8 | 4 | 3.3 | 35 | 28.5 | 20 | 16.3 | 31 | 25.2 |
| TOTALS 771/100% | 189 | 24.5 | 36 | 4.7 | 299 | 38.8 | 113 | 14.7 | 134 | 17.4 |
| Type of School: | | | | | | | | | | |
| Inner-city | 102 | 24.4 | 20 | 4.8 | 141 | 33.7 | 67 | 16.0 | 88 | 21.1 |
| Outer-city | 69 | 27.9 | 13 | 5.3 | 103 | 41.7 | 34 | 13.8 | 28 | 11.3 |
| Either | 14 | 21.5 | 3 | 4.6 | 30 | 46.2 | 9 | 13.8 | 9 | 13.8 |
| TOTALS 730/100% | 185 | 25.3 | 36 | 4.9 | 274 | 37.5 | 110 | 15.1 | 125 | 17.1 |
| Level: | | | | | | | | | | |
| Primary | 107 | 27.0 | 23 | 5.8 | 129 | 32.6 | 68 | 17.2 | 69 | 17.4 |
| Secondary | 45 | 23.4 | 5 | 2.6 | 86 | 44.8 | 24 | 12.5 | 32 | 16.7 |
| Special Interest | 11 | 23.4 | - | - | 18 | 38.3 | 4 | 8.5 | 14 | 29.8 |
| TOTALS 635/100% | 163 | 25.7 | 28 | 4.4 | 233 | 36.7 | 96 | 15.1 | 115 | 18.1 |

## Table 1.8: APPLICATION FOR FUNDS BY PRESENT TEACHING ENVIRONMENT (Question #16 by Question #12)

|  | Definitely No |  | Probably No |  | Don't Know |  | Probably Yes |  | Definitely Yes |  |  |  |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| **Grading:** | # | % | # | % | # | % | # | % | # | % | # | % |
| Graded | 78 | 28.9 | 39 | 14.4 | 39 | 14.4 | 57 | 21.1 | 57 | 21.1 |  |  |
| Ungraded | 84 | 20.8 | 69 | 17.1 | 74 | 18.4 | 85 | 21.1 | 91 | 22.6 |  |  |
| Either | 20 | 26.3 | 12 | 15.8 | 14 | 18.4 | 16 | 21.1 | 14 | 18.4 |  |  |
| TOTALS | 182 | 24.3 | 120 | 16.0 | 127 | 17.0 | 158 | 21.1 | 162 | 21.6 | 749 | 100.0 |
| **Classrooms:** |  |  |  |  |  |  |  |  |  |  |  |  |
| Open | 37 | 18.8 | 22 | 11.2 | 35 | 17.8 | 41 | 20.8 | 62 | 31.5 |  |  |
| Self-contained | 76 | 26.4 | 55 | 19.1 | 43 | 14.9 | 59 | 20.5 | 55 | 19.1 |  |  |
| Either | 45 | 26.6 | 26 | 15.4 | 33 | 19.5 | 32 | 18.9 | 33 | 19.5 |  |  |
| TOTALS | 158 | 24.2 | 103 | 15.7 | 111 | 17.0 | 132 | 20.2 | 150 | 22.9 | 654 | 100.0 |
| **School Size:** |  |  |  |  |  |  |  |  |  |  |  |  |
| Large | 72 | 24.0 | 55 | 18.3 | 47 | 15.7 | 61 | 20.3 | 65 | 21.7 |  |  |
| Medium | 98 | 29.4 | 53 | 15.9 | 53 | 15.9 | 68 | 20.4 | 61 | 18.3 |  |  |
| Small | 23 | 18.9 | 12 | 9.8 | 24 | 19.7 | 23 | 18.9 | 40 | 32.8 |  |  |
| TOTALS | 193 | 25.6 | 120 | 15.9 | 124 | 16.4 | 152 | 20.1 | 166 | 22.0 | 755 | 100.0 |
| **Type of School:** |  |  |  |  |  |  |  |  |  |  |  |  |
| Inner-city | 86 | 21.1 | 65 | 15.9 | 71 | 17.4 | 85 | 20.8 | 101 | 24.8 |  |  |
| Outer-city | 65 | 27.2 | 42 | 17.6 | 39 | 16.3 | 49 | 20.5 | 44 | 18.4 |  |  |
| Either | 16 | 24.6 | 9 | 13.8 | 10 | 15.4 | 14 | 21.5 | 16 | 24.6 |  |  |
| TOTALS | 167 | 23.5 | 116 | 16.3 | 120 | 16.9 | 148 | 20.8 | 161 | 22.6 | 712 | 100.0 |
| **Level:** |  |  |  |  |  |  |  |  |  |  |  |  |
| Primary | 78 | 20.4 | 61 | 15.9 | 69 | 18.0 | 90 | 23.5 | 85 | 22.2 |  |  |
| Secondary | 48 | 26.1 | 31 | 16.8 | 30 | 16.3 | 34 | 18.5 | 41 | 22.3 |  |  |
| Special Interest | 15 | 31.1 | 5 | 10.4 | 7 | 14.6 | 4 | 8.3 | 17 | 35.4 |  |  |
| TOTALS | 141 | 22.9 | 97 | 15.8 | 106 | 17.2 | 128 | 20.8 | 143 | 23.3 | 615 | 100.0 |

Table 1.9: "LIKE TO WORK IN EXISTING ALTERNATIVE SCHOOLS?" (Question #1) BY TYPE OF SCHOOL

| | Mailed | | High School | | Special School | | Elementary School | | Central | |
|---|---|---|---|---|---|---|---|---|---|---|
| | # | % | # | % | # | % | # | % | # | % |
| World of Inquiry: | | | | | | | | | | |
| Uncertain | 34 | 20.2 | 20 | 14.0 | 1 | 3.3 | 53 | 12.8 | 5 | 7.8 |
| No | 78 | 46.4 | 81 | 56.6 | 4 | 13.3 | 178 | 43.0 | 17 | 26.6 |
| Yes | 56 | 33.3 | 42 | 29.4 | 25 | 83.3 | 183 | 44.2 | 42 | 65.6 |
| School Without Walls: | | | | | | | | | | |
| Uncertain | 35 | 22.4 | 20 | 13.8 | 7 | 25.9 | 54 | 14.4 | 10 | 17.9 |
| No | 91 | 58.3 | 84 | 57.9 | 6 | 22.2 | 231 | 61.4 | 19 | 33.9 |
| Yes | 30 | 19.2 | 41 | 28.3 | 14 | 51.9 | 91 | 24.2 | 27 | 48.2 |
| Adelante: | | | | | | | | | | |
| Uncertain | 17 | 11.8 | 15 | 10.9 | 4 | 21.1 | 44 | 11.9 | 11 | 22.9 |
| No | 118 | 81.9 | 115 | 83.9 | 12 | 63.2 | 291 | 78.6 | 29 | 60.4 |
| Yes | 9 | 6.3 | 7 | 5.1 | 3 | 15.8 | 35 | 9.5 | 8 | 16.7 |
| Interim Jr. High: | | | | | | | | | | |
| Uncertain | 18 | 12.0 | 17 | 12.1 | 5 | 12.0 | 43 | 11.7 | 8 | 14.8 |
| No | 109 | 72.7 | 86 | 61.4 | 10 | 40.0 | 266 | 72.1 | 23 | 42.6 |
| Yes | 23 | 15.3 | 37 | 26.4 | 12 | 48.0 | 60 | 16.3 | 23 | 42.6 |
| Street Academy: | | | | | | | | | | |
| Uncertain | 28 | 19.3 | 26 | 18.8 | 6 | 28.6 | 72 | 19.8 | 11 | 22.4 |
| No | 106 | 73.1 | 96 | 69.6 | 9 | 42.9 | 256 | 70.3 | 24 | 49.0 |
| Yes | 11 | 7.6 | 16 | 11.6 | 6 | 28.6 | 36 | 9.9 | 14 | 28.6 |
| Opportunity Young Adult: | | | | | | | | | | |
| Uncertain | 29 | 19.9 | 25 | 18.4 | 5 | 22.7 | 61 | 17.4 | 12 | 24.5 |
| No | 97 | 66.4 | 87 | 64.0 | 8 | 36.4 | 249 | 70.9 | 25 | 51.0 |
| Yes | 20 | 13.7 | 24 | 17.6 | 9 | 40.9 | 41 | 11.7 | 12 | 24.5 |

Table 1.10: FREQUENCY OF COMMENTS BY QUESTION NUMBER

| Question # | Special<br>% | Elementary<br>% | Secondary<br>% | Central<br>% | Mail<br>% | TOTAL<br>% |
|---|---|---|---|---|---|---|
| 1 | 3 | 13 | 3 | 3 | 9 | 31 |
| 2 | - | 8 | - | 1 | 4 | 13 |
| 3 | 2 | - | - | 5 | 5 | 12 |
| 4 | - | 3 | - | - | - | 3 |
| 5 | 31 | 140 | 27 | 38 | 78 | 314 |
| 6 | 4 | 11 | 3 | 1 | 4 | 23 |
| 7 | 4 | 9 | 4 | 6 | 4 | 27 |
| 8 | - | 4 | - | 1 | 1 | 6 |
| 9 | 30 | 121 | 22 | 25 | 54 | 252 |
| 10 | 3 | 8 | - | 7 | 5 | 23 |
| 11 | 5 | 39 | 6 | 12 | 15 | 77 |
| 12 | 2 | 9 | 2 | 3 | 9 | 25 |
| 13 | - | 3 | - | 1 | 1 | 5 |
| 14 | 4 | 91 | 2 | 3 | 5 | 23 |
| 15 | 1 | 8 | - | 5 | 2 | 16 |
| 16 | - | 4 | 4 | 4 | 3 | 15 |
| 17 | 18 | 88 | 19 | 35 | 22 | 182 |
| 17 only | | | | | 134 | 134 |
| TOTAL | 107 | 477 | 92 | 150 | 355 | 1,181 |

Appendix 1A

# ALTERNATIVE SCHOOLS SURVEY

## Educators' Evaluation

## INTRODUCTION

The Rochester School District Alternative Schools Study is being conducted to determine the feasibility of implementing a modified voucher system in Rochester. Such a system might be one of the ways to finance alternative schools.

This questionnaire is designed to obtain your views, as a professional educator, about the alternative schools and educational voucher issue.

1. Listed below are some alternative schools already in operation. Indicate any of these schools in which you think you would like to teach or be an administrator.

| | Yes | No | Uncertain | |
|---|---|---|---|---|
| World of Inquiry | 42.5 | 43.7 | 13.8 | 100.0 |
| School Without Walls | 26.7 | 56.7 | 16.6 | 100.0 |
| Bilingual Adelante | 8.6 | 78.7 | 12.7 | 100.0 |
| Interim Junior High | 21.0 | 66.9 | 12.1 | 100.0 |
| Street Academy | 11.6 | 68.5 | 19.9 | 100.0 |
| Opportunity Young Adults | 15.1 | 66.2 | 18.8 | 100.0 |
| Other: | | | | |
| Qualitative Analysis<br>(Please Specify) | | | | |
| (Please Specify) | | | | |
| (Please Specify) | | | | |

2. Given a choice, in what type of school would you most like to work? Check the terms in each column that best describe such a school:

| | | | | | | |
|---|---|---|---|---|---|---|
| Graded | 38.2 | Ungraded | 41.1 | Either | 20.7 | 100.0 |
| Open Classrooms | 37.7 | Self-contained Classrooms | 40.7 | Either | 21.6 | 100.0 |
| Strongly Disciplined | 46.0 | Moderately Disciplined | 46.8 | Either | 7.2 | 100.0 |
| Large School | 15.2 | Medium Size School | 65.4 | Small School | 19.4 | 100.0 |
| Inner City | 32.1 | Outer City | 36.1 | Either | 31.8 | 100.0 |
| Primary | 49.2 | Intermediate | 38.6 | Special Interest | 12.1 | 100.0 |
| Other | | Other | | Other | | |
| (Please Specify) | | Qualitative Analysis<br>(Please Specify) | | (Please Specify) | | |

3. If an alternative schools/educational voucher plan were to be implemented in Rochester, what implications do you see in each of the following areas?

| | Increase | Decrease | No Change | |
|---|---|---|---|---|
| Student-Parent power to select which school to attend | 80.6 | 3.3 | 16.0 | 100.0 |
| Teacher power to choose schools in which to teach | 33.2 | 31.6 | 35.2 | 100.0 |
| Administration power to choose schools for students and teachers | 21.7 | 53.7 | 24.7 | 100.0 |
| Principal power to organize schools | 32.1 | 44.2 | 23.8 | 100.0 |
| Administrative power to organize a diversity of schools | 49.4 | 27.5 | 23.1 | 100.0 |
| Financial support for your present school | 36.8 | 26.4 | 36.9 | 100.0 |
| Number of schools in district | 41.1 | 15.6 | 43.3 | 100.0 |
| Homogeneity of students in individual schools | 47.3 | 24.4 | 28.3 | 100.0 |
| Diversity of schools in districts | 61.9 | 10.1 | 28.0 | 100.0 |
| Diversity of programs in individual schools | 51.5 | 19.6 | 28.9 | 100.0 |
| Student educational achievement | 26.8 | 26.8 | 46.5 | 100.0 |
| Student satisfaction in school | 44.3 | 15.5 | 43.3 | 100.0 |
| Teacher satisfaction in school | 35.4 | 34.0 | 30.6 | 100.0 |
| Parent satisfaction with school | 45.8 | 16.5 | 37.6 | 100.0 |

4. Indicate how you feel about each of the following as the person who should have a strong voice in deciding the particular school a student attends.

| | Strongly Approve | Approve | Undecided | Disapprove | Strongly Disapprove | |
|---|---|---|---|---|---|---|
| Parent | 29.7 | 44.7 | 12.6 | 10.4 | 2.6 | 100.0 |
| Student | 13.5 | 44.3 | 17.0 | 17.5 | 7.7 | 100.0 |
| City School District, Division of Administration | 10.1 | 37.7 | 26.1 | 19.0 | 7.0 | 100.0 |
| City School District, Division of Instruction | 11.1 | 44.3 | 24.2 | 14.6 | 5.8 | 100.0 |
| Principal | 11.6 | 47.0 | 22.3 | 14.2 | 5.0 | 100.0 |
| School Counselors | 17.4 | 52.9 | 16.7 | 9.0 | 3.9 | 100.0 |
| Teacher | 21.5 | 44.5 | 17.2 | 12.3 | 4.4 | 100.0 |

5. Based upon what you know of the alternative schools/educational voucher plan in general, how do you feel about the feasibility of this plan in Rochester?

| Strongly Support | Support | Uncertain | Oppose | Strongly Oppose | |
|---|---|---|---|---|---|
| 3.1 | 8.1 | 29.3 | 22.0 | 37.5 | 100.0 |

Why do you feel this way? ______

Qualitative Analysis

6. Indicate the major reasons why you would or would not want to be a teacher or administrator in the alternative schools already operating in Rochester (check all reasons that apply).

| | |
|---|---|
| Philosophy of School | 41.0% |
| Effectiveness of School | 46.2% |
| Location of School | 12.4% |
| Curriculum Offered | 28.4% |
| School Size | 16.3% |
| Program Structure | 44.0% |
| Type of Students | 17.6% |
| Professional Environment | 19.4% |

Other: Qualitative Analysis
(Please Specify)

______
(Please Specify)

______
(Please Specify)

7. Please indicate how you feel about some possible changes in the educational system that are current issues, which might be related to the modified voucher plan.

| | A Good Thing | Uncertain | A Bad Thing | Proposed Plan Will Not Effect | |
|---|---|---|---|---|---|
| Parents' perceptions of individual schools will affect school budgets | 17.7 | 40.0 | 33.8 | 8.5 | 100.0 |
| Schools can be compensated for developing programs which attract students | 44.1 | 32.8 | 15.8 | 7.3 | 100.0 |
| Teachers and others will have opportunity to obtain funding to develop new programs | 50.2 | 32.4 | 6.9 | 10.4 | 100.0 |
| Parents will learn more about school programs in order to exercise their rights | 41.9 | 34.3 | 6.3 | 17.5 | 100.0 |
| Educational programs will be balanced in relation to educational needs of students | 43.5 | 35.3 | 1.8 | 19.5 | 100.0 |
| Differences in programs offered by individual schools will be communicated to parents | 51.5 | 32.4 | 3.5 | 12.6 | 100.0 |
| Parents seek to send children to schools which demonstrate positive educational achievement | 49.3 | 30.3 | 4.5 | 15.9 | 100.0 |
| Students whose parents have similar backgrounds may attend schools together | 13.6 | 38.4 | 37.1 | 11.0 | 100.0 |
| Other Qualitative Analysis (Please Specify) | ___ | ___ | ___ | ___ | |
| Other ______ (Please Specify) | ___ | ___ | ___ | ___ | |

8. If a modified voucher plan were to be implemented in the Rochester School District, what would be your reaction to working in/with a school that would participate?

| Strongly Desirable | Desirable | Uncertain | Undesir. | Strongly Undesir. | |
|---|---|---|---|---|---|
| 7.7 | 15.7 | 44.1 | 12.3 | 20.1 | 100.0 |

9. If the school in which you now work remains essentially the same in philosophy, structure, size and other characteristics next year, do you plan to remain and work in it?

| Yes | No | Uncertain | |
|---|---|---|---|
| 70.4 | 3.8 | 25.7 | 100.0 |

Why do you feel this way? ______________________________

Qualitative Analysis

10. If you are uncertain or do not plan to remain in your school where you now work, what would you most likely do?

| | |
|---|---|
| Seek a transfer to another city school district | 6.7% |
| Leave Rochester School District, but stay in teaching/education | 7.4% |
| Resume graduate studies | 3.5% |
| Leave education all together | 3.7% |

Other:

Qualitative Analysis
(Please Specify)

______________________________
(Please Specify)

______________________________
(Please Specify)

11. If your school were to participate in the proposed voucher plan, would it change your plans? Yes 17.0 No 53.0 No Answer: 30.0 100.0

If yes, why? ______________________________

Qualitative Analysis

12. Check the description that best characterizes the school in which you now work.

| | | | | | | |
|---|---|---|---|---|---|---|
| Graded | 26.3 | Ungraded | 53.6 | Either | 10.1 | 100.0 |
| Open Classrooms | 30.6 | Self/contained Classrooms | 43.8 | Either | 25.7 | 100.0 |
| Large School | 39.8 | Medium Size School | 44.5 | Small School | 15.8 | 100.0 |
| Inner City | 57.4 | Outer City | 33.8 | Either | 8.8 | 100.0 |
| Primary | 61.9 | Intermediate | 30.3 | Special Interest | 7.8 | 100.0 |
| Other | ___ | Other | ___ | Other | ___ | |

Qualitative Analysis
(Please Specify) (Please Specify) (Please Specify)

13. Indicate how you feel about each of the following as a basis for the financial support of an individual school.

| | Strongly Agree | Agree | Uncertain | Disagree | Strongly Disagree | |
|---|---|---|---|---|---|---|
| Demonstrated effectiveness of the school in raising student achievement | 17.6 | 27.9 | 23.8 | 18.6 | 12.1 | 100.0 |
| Type of curriculum offered by the school | 13.7 | 33.7 | 23.0 | 20.8 | 8.7 | 100.0 |
| Number of pupils enrolled in the school | 19.2 | 39.9 | 20.8 | 13.4 | 6.7 | 100.0 |
| Recognition of superior educational environment by educators | 13.9 | 28.6 | 32.9 | 14.5 | 10.1 | 100.0 |
| Reimbursement for cost of operating individual school | 15.4 | 38.9 | 32.6 | 7.5 | 5.5 | 100.0 |
| Socio-economic capacity for families in area served by school | 15.2 | 31.6 | 27.0 | 15.6 | 10.5 | 100.0 |
| Educational needs of students enrolled in school | 37.0 | 42.6 | 14.9 | 3.1 | 2.4 | 100.0 |

14. Indicate how you feel about each of the following as a basis for assessing your performance as an educator.

| | Strongly Approve | Approve | Uncertain | Disappr. | Strongly Disappr. | |
|---|---|---|---|---|---|---|
| Your effectiveness as perceived: | | | | | | |
| by parents | 13.5 | 38.2 | 18.4 | 18.6 | 11.3 | 100.0 |
| by principal | 24.7 | 61.5 | 9.8 | 2.4 | 1.6 | 100.0 |
| by students | 19.0 | 39.9 | 18.6 | 13.3 | 9.3 | 100.0 |
| by teachers | 21.2 | 53.4 | 14.6 | 7.5 | 3.3 | 100.0 |
| The value placed on your subject area or function: | | | | | | |
| by parents | 14.3 | 41.7 | 19.2 | 15.7 | 9.0 | 100.0 |
| by principal | 21.7 | 57.7 | 12.8 | 5.0 | 2.9 | 100.0 |
| by students | 18.1 | 42.7 | 19.8 | 11.6 | 7.7 | 100.0 |
| by other teachers | 19.1 | 49.0 | 19.4 | 8.3 | 4.2 | 100.0 |
| The number of students enrolled: | | | | | | |
| in your class | 16.0 | 29.5 | 20.6 | 21.6 | 12.4 | 100.0 |
| in your school | 7.7 | 26.0 | 28.5 | 24.1 | 13.7 | 100.0 |
| The raising of student educational achievement | 22.8 | 43.0 | 20.5 | 9.5 | 4.2 | 100.0 |
| Other Qualitative Analysis | | | | | | |

15. Considering what you know about the alternative schools program, do you feel it is a:

| | |
|---|---|
| Good idea | 16.8 |
| Fair Idea | 13.6 |
| Poor Idea | 38.6 |
| No Opinion | 5.1 |
| Need more information | 25.9 |
| | 100.0 |

16. Rochester has a chance to obtain money from the Federal government to develop more alternative schools such as the World of Inquiry and the Interim Junior High. Traditional classes will continue for parents who want them for their children. Do you feel the City should try to get the money?

| | |
|---|---|
| Definitely Yes | 22.8 |
| Probably Yes | 20.0 |
| Don't Know | 17.0 |
| Probably No | 15.5 |
| Definitely No | 24.7 |
| | 100.0 |

17. Any Additional Comments would be helpful.

Qualitative Analysis

12/72 Legge Associates, Inc. – Pittsford, N.Y.

## Part II: THE COMMUNITY SURVEY
### Narrative Section

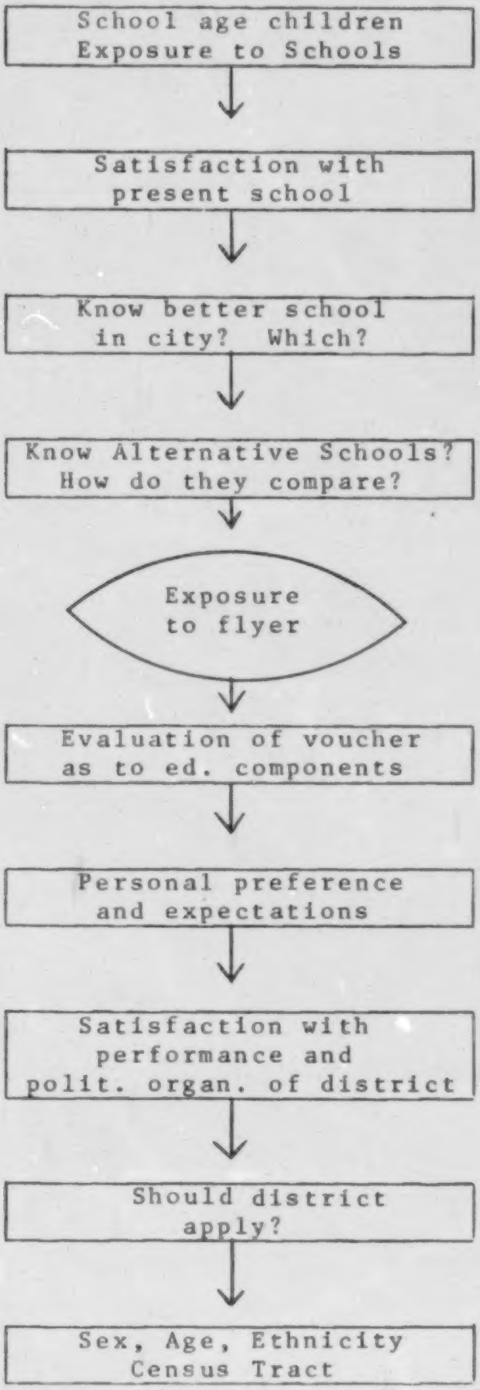
It makes no sense to ask people in the community about their opinion on the voucher system if they had very little or no knowledge about how it operates in principle, and what practical version of it has been considered for implementation in the Rochester district. It was therefore decided to explore in the first question of the interview the satisfaction of parents and residents with their present schools, as to various educational components such as academic achievement, teacher performance, parent involvement, school characteristics, pupil behavior, socio-economic mix and child happiness. After this exploration of the various dimensions of present satisfaction, the interviewer asked in a second question whether the respondent knew about any other school or programs in the City that might be better for their children than the present one. This question gave an unbiased indication of knowledge and evaluation of alternative schools or programs in the City. If they are known and much preferred over regular schools, they should be mentioned here. The third question asked directly whether the respondent had heard of any of the existing programs or schools and, if they knew them, how they evaluated them compared with their present school. This question also mentioned the terms "educational voucher" and "alternative schools."

Up to this point the interview schedule gave no indication that this survey was part of a study of a voucher financed Alternative Schools System, though their knowledge of the voucher idea had been uncovered in this first part of the interview. The second part of the interview focused on the voucher idea and its evaluation by the respondents. They were exposed to a short explanation in form of a one-page flyer. The question wording was unbiased as to the evaluation of the idea, but question content was concerned with the voucher system. How would it affect the various educational components mentioned before? (Questions #5) Would they personally welcome such a system, and how would it change things in their view? (Question #6) Are they happy with how the district is now run? (Question #7) Should the district apply for such a system? (Question #8) The flow chart for the questionnaire is shown in detail in Figure 2. Appendix 2A gives the precise wording of all questions, items, and the distributed flyer.

This interview design, with an initial neutral part, the exposure to the voucher idea as a stimulus and the subsequent recording of the various responses in the light of the earlier satisfaction with present, specific school performances and their satisfaction with the overall district performance, appeared to us as the most promising to get spontaneous responses and follow up their background. It was the decision-making or opinion-forming process that is illuminated by this design. The actual opinion about the

FIGURE 2

Question Flow in Resident and Parent Interview


School age children Exposure to Schools
Satisfaction with present school
Know better school in city? Which?
Know Alternative Schools? How do they compare?
Exposure to flyer
Evaluation of voucher as to ed. components
Personal preference and expectations
Satisfaction with performance and polit. organ. of district
Should district apply?
Sex, Age, Ethnicity Census Tract

| For Wording See | For Findings See |
|---|---|
| Question #1 | Text |
| Question #2 | Table 2.1 |
| Question #3 | Table 2.2 |
| Question #4 | Table 2.3 |
| Question #5 | Table 2.4 |
| Question #6 | Text |
| Question #7 | Table 2.5 |
| Question #8 | Text |
| Observation | Text |

voucher idea, at the time of the interview, is also explored, but it was realized that it might easily change in the light of the public discussion.

## SAMPLING AND FIELDWORK

Previous Alternative Schools Surveys (San Francisco, Seattle, Gary) tended to have large community surveys, but small educator surveys. The Rochester decision had been to reverse this pattern and give the greatest attention in the survey to the educator, and limit the community survey to smaller samples. The goal was to have about 450 community interviews done, with 300 coming from a parent sample and 150 from a resident sample. The sample design for the parent and resident surveys are described in Appendix 2B of the documentary section. These address lists were randomly subdivided into subsamples. Only after a previous subsample had been completely assigned to interviewers would the next subsample be available for assignment. At the time all interviewing was stopped, 67% of the parent list and 55% of the resident list had been worked up completely. Those addresses not worked up consisted of about one-half "never assigned" and one-half "returned with incomplete work-up." The latter category indicated no or only one or two attempts to reach the respondent.

Cooperation of parents has been good. A completion rate of 84% was achieved for all valid addresses. The completion rate for the resident sample was only 50% of all valid addresses. The refusal rate for this group is unexpectedly high. If there were school-age children in the family, the cooperation was good, but the elderly and childless tended to refuse. Their reason was that they had no idea what was happening in the schools, and were not interested either. Even if interviewed, their answers to most questions would have been an honest "don't know." Thus, the only effect of a relatively low completion rate for residents is a possible underestimation of the "don't know" respondents in the population.

This final report on the community survey is based on the analysis of 446 interviews, with 107 coming from the resident sample and 339 from the parent sample.

## BASIC FINDINGS

The number of household interviews is much smaller than the number of children affected by the respondents' opinions. The 107 residents had 115 school-age children, the 339 parents had 1,042 school-age children. Their children went to about 40 different elementary schools, all the junior high schools, parochial and private schools. About 26% of the respondents were black, 4% Spanish speaking, and 70% white. About 21% of the parents had had children in other than Rochester city schools. About 53% of parents had actually visited their child's school sometime during school hours. Their judgments on the City schools seem to be well founded on personal experiences within and outside the district.

## Satisfaction With Present Schools

The satisfaction of the respondents with their school was relatively high (Table 2.1). Only about 10% of the respondents said they were dissatisfied, compared with 28% (residents) and 42% (parents) reporting above average or very high satisfaction. There were differences between residents and parents, but mostly due to the high rate of "don't know" answers among residents. As a rule, parents had higher satisfaction with their schools than did residents. Complaints were relatively high for academic achievement, and for student behavior in and out of class. But, about 35% of the parents said they were *very satisfied* with the teachers, and another 50% were *somewhat satisfied*. There was considerable variation between respondents. The variation between educational components was less than expected. Satisfaction with the school seems to be a general phenomenon, not well differentiated by components.

## Knowledge of Better City Schools

Some respondents did know schools in the City of Rochester that were better for their child than the one their child now attended, but the proportion of such respondents was small (17%) for both residents and parents (Table 2.2). Parochial schools in the City were mentioned frequently (about 4-6%), followed by the World of Inquiry School (about 3-5%) and various regular City schools, mostly in racially mixed areas. Neither the all black nor all white schools were mentioned frequently. Differences between residents and parents were small, mostly limited to a greater mentioning of the World of Inquiry School and parochial schools by residents, and greater mentioning of other City schools by parents. Again, the differences between the various educational components were small and probably random fluctuations. The impressive overall finding was that relatively few respondents knew of a school which they thought would be better for their child than the present one. Parochial schools, excluded from the voucher system, were the largest group among those schools mentioned as better.

## Knowledge of Existing Alternative Schools

Knowledge of the existence of alternative schools and programs is, of course, much higher than knowing a better school for their child (Table 2.3). Alternative schools like the World of Inquiry, School Without Walls, and Interim Junior High were known by 40-60% of the respondents, with the Interim Junior High least known and the World of Inquiry best known. World of Inquiry and Interim Junior High were usually considered better than other schools, but the School Without Walls had only slightly more "better" (about 17%) than "worse" (about 14%) responses.

Established programs like Open Enrollment and Urban-Suburban Exchange were known by 60-70% of the respondents, but again were given a mixed evaluation. Open Enrollment was usually considered "better" than other programs; the Urban-Suburban Exchange was mostly considered "worse." Adelante, serving the Puerto Rican community, was only known to about 35% of the respondents, but if known, it was mostly rated "better." New teaching arrangements like ungraded classes and open classrooms were very well known (50-70%) and usually positively evaluated.

### Knowledge of "Educational Voucher"

It is this background against which the responses to "Educational Voucher" should be seen. The term was known to about 23% of the residents and 38% of the parents. But few people knew how to evaluate "Educational Voucher." Two-thirds of the respondents knowing the term could not say whether it might be better or worse than present schools or programs. The remaining one-third was split between "better" and "worse." The term "Alternative Schools" was slightly better known and had many more "better" than "worse" evaluations. But, it remains difficult to interpret what exactly people evaluated. Associations with World of Inquiry School may have given the term a halo effect that cannot be separated from a true evaluation.

Of those respondents who knew either of the two terms, "Educational Voucher" or "Alternative School," most had read about them in the newspaper. (18% of all respondents) Personal friends (9%), flyers and handouts (8%), and television (7%) had also reached many respondents. The schools themselves, and parent groups, had only reached 5% and 4% respectively. Many had heard from several sources. A coder tried to assess whether what the respondent knew was correct (open-ended question, "Can you give me an idea how that works?"), but responses were usually insufficient to make a good judgment.

### Perceived Benefits of Voucher System

After this first part of the interview was completed, the interviewer handed a "voucher explanation sheet" to the respondent and explained in a few words the characteristics of the voucher system to make sure that the respondent had an adequate knowledge. The flyer did not make any reference to the controversy and the public discussion of the issue, and did not mention who had taken a stand for or against it.

The next question explored whether the discussed program would improve any of the previously discussed educational components such as academic achievements, teacher performance, and school performance (Table 2.4). Again, some 20-30% answered that they couldn't say one way or the other, but most of the responses indicated that the program might lead to a lot of improvement, especially as to art and science courses, parent involvement, and child happiness. Overall, there was, however, very little difference by educational component.

In the *overall evaluation*, about half of the respondents thought it was a good idea. Only 22% of the resident respondents said it was a poor idea. Only 12% of the parent respondents judged it a poor idea. Asked directly if they would personally *welcome* such a program, 61% of the residents answered yes, and so did 66% of the parents. Only about 17% (parents) to 22% (residents) rejected such a program, with the remainder saying they didn't know.

Asked about what they think might change as a result, about 28% mentioned some positive effect for the children, and 8% of the residents and 13% of the parents thought of some negative effect. The effects on the schools themselves were viewed somewhat differently. Negative aspects nearly balanced the positive aspects. An indication of the wide range of responses to this open-ended question is given in Appendix 2C.

## District Performance and Political Organization

The last two questions in the interview dealt with the City District as a whole. The respondents were asked how they viewed the performance of the various staff people of the District, and also how satisfied they were with the present political organization of the District. This lead to a follow-up question whether they felt the District should apply for a voucher grant or not. The general performance of the educational staff was usually rated good or very good (Table 2.5). Parents had a much more positive view than residents. Thus, over 70% of the parents said that the school teachers were doing a very good or good job, and only 3% said they were doing a poor job. Principals received the next highest rating, with about 65% of the parents giving them very good or good ratings, and only 6% calling their performance poor. Political feelings probably influenced the performance rating of the Board of Education, but even for them the good ratings prevailed. Nearly 40% said they were doing a good job compared with about 24% saying that they were doing a poor job. The position of the Superintendent and central staff was somewhat between principals and Board of Education.

The question as to how much power the respondents felt different groups should have in deciding things about public schools gives a similar picture. Teachers get the highest ratings, followed by school principals and parent groups. Neighborhood groups as well as the Board of Education received about an equally high proportion of 20-25% "less power" responses. Overall, however, inspite of frequent mentioning of poor performance and "less power" ratings, the impression is one of relatively high satisfaction with the present running of the District.

Asked finally whether the District should try to go after Federal money to develop more alternative schools, about 80% of the respondents answered "yes." About 9% of the residents and 14% of the parents answered "no," with the remaining ones abstaining.

## CROSS-CLASSIFICATIONS

A few cross-classifications were run to obtain background information about who has positive and who has negative views about educational vouchers. Experience with other school districts and personal observations in school seem to be unrelated to either a positive or negative evaluation. Blacks and whites had very similar views. But older people tended to be more negative, and so were male respondents. However, neither political preferences nor satisfaction with present school was a good indicator on how a respondent stood on the voucher issue. There tended to be a general negative or positive outlook among respondents that colored most responses. People dissatisfied with the present schools also tended to think more negatively about vouchers. Respondents who thought the Board of Education was doing a poor job also tended to think vouchers are a poor idea. Parents saying the teachers were doing a very good job tended to say alternative schools were a good idea. Respondents seemed to be generally supportive, or generally critical. Differentiation by subject matter or issue was not as high as expected.

Our original design expected a much greater differentiation in satisfaction with various educational aspects of the present schools in the City district. This would have allowed listings of the most and the least satisfactory aspects of present schools, and of present City schools by their attractiveness. The low levels of knowledge and differentiation that were actually encountered did not permit such analysis. Further cross-classifications, we felt, could not be furnished under these circumstances unless specific, new questions for analysis were raised.

## Part II: THE COMMUNITY INTERVIEW SURVEY

### Documentary Section

Table 2.1 Satisfaction With Present Schools by Educational Components (Question #2)

Table 2.2 Knowledge of Better Schools or Programs in the City by Educational Component (Question #3)

Table 2.3 Knowledge and Evaluation of Present Alternative Schools or Programs (Question #4)

Table 2.4 Improvements Seen As Possible Through Vouchers by Educational Component (Question #5)

Table 2.5 Satisfaction With Present Performance and Political Organization of School District (Question #7)

Appendix 2A Household Interview Questionnaires
Full-item Wording Sheet
Voucher Explanation Sheet

Appendix 2B Sampling Description for Parent and Resident Selection

Appendix 2C Open-ended Interview Responses: Example

Table 2.1: Satisfaction With Present Schools by Educational Components (Question #2) (Percent Distribution)

| | | Satisfied | | D.K. | Dissatisfied | | |
|---|---|---|---|---|---|---|---|
| | | Very | Some | N.A. | Some | Very | Total |
| ACADEMIC | | | | | | | |
| Reading | Resident | 15.0% | 39.3% | 29.0% | 11.2% | 5.6% | 100.0% |
| | Parent | 29.5 | 51.9 | 4.1 | 11.5 | 2.9 | 100.0 |
| Arithmetic | Resident | 15.0 | 40.2 | 31.8 | 10.3 | 2.8 | 100.0 |
| | Parent | 19.5 | 57.2 | 10.6 | 9.7 | 2.9 | 100.0 |
| Special Courses (Art, Science) | Resident | 9.3 | 39.3 | 36.4 | 14.0 | 0.9 | 100.0 |
| | Parent | 18.9 | 53.7 | 12.1 | 10.0 | 5.3 | 100.0 |
| TEACHER | | | | | | | |
| Teachers' Teaching | Resident | 14.0 | 35.5 | 33.6 | 12.1 | 4.7 | 100.0 |
| | Parent | 34.2 | 52.2 | 5.9 | 6.5 | 1.2 | 100.0 |
| Teachers' Concern | Resident | 18.7 | 36.4 | 29.0 | 12.1 | 3.7 | 100.0 |
| | Parent | 35.4 | 50.7 | 4.4 | 7.1 | 2.4 | 100.0 |
| SCHOOL | | | | | | | |
| Books, Materials | Resident | 12.1 | 35.5 | 38.3 | 11.2 | 2.8 | 100.0 |
| | Parent | 19.8 | 58.7 | 11.8 | 7.1 | 2.7 | 100.0 |
| Principal's Performance | Resident | 16.8 | 29.9 | 42.1 | 7.5 | 3.7 | 100.0 |
| | Parent | 26.0 | 46.6 | 16.2 | 6.8 | 4.4 | 100.0 |
| Facilities (Library, Gym) | Resident | 15.0 | 42.1 | 30.8 | 12.1 | --- | 100.0 |
| | Parent | 25.7 | 58.4 | 8.3 | 6.5 | 1.2 | 100.0 |
| Building | Resident | 16.8 | 47.7 | 26.2 | 7.5 | 1.9 | 100.0 |
| | Parent | 27.4 | 57.5 | 7.1 | 5.3 | 2.7 | 100.0 |
| Transportation | Resident | 15.0 | 43.0 | 24.3 | 10.3 | 7.5 | 100.0 |
| | Parent | 26.5 | 56.9 | 2.9 | 10.0 | 3.5 | 100.0 |
| STUDENTS | | | | | | | |
| Behavior in Class | Resident | 9.3 | 33.6 | 33.6 | 17.8 | 5.6 | 100.0 |
| | Parent | 10.9 | 59.0 | 9.7 | 15.9 | 4.4 | 100.0 |
| Behavior Out of Class | Resident | 6.5 | 40.2 | 25.2 | 19.6 | 8.4 | 100.0 |
| | Parent | 8.3 | 62.2 | 5.6 | 18.3 | 5.6 | 100.0 |
| PARENTS | | | | | | | |
| Parents' Involvement | Resident | 15.0 | 41.1 | 28.0 | 15.9 | --- | 100.0 |
| | Parent | 19.8 | 63.1 | 4.1 | 9.7 | 3.2 | 100.0 |
| Parents' Information | Resident | 20.6 | 41.1 | 29.0 | 5.6 | 3.7 | 100.0 |
| | Parent | 28.3 | 52.8 | 1.8 | 13.6 | 3.5 | 100.0 |
| OTHER | | | | | | | |
| Child Mix | Resident | 11.2 | 44.9 | 33.6 | 9.3 | 1.9 | 100.0 |
| | Parent | 16.2 | 65.5 | 8.6 | 6.5 | 3.2 | 100.0 |
| Child's Happiness | Resident | 13.1 | 44.9 | 31.8 | 7.5 | 2.8 | 100.0 |
| | Parent | 34.8 | 55.8 | 0.9 | 5.3 | 3.2 | 100.0 |
| | | Very High | Above Average | Average D.K. | Below Average | Very Low | |
| OVERALL | | | | | | | |
| How would you rate your overall satisfaction? | Resident | 10.3 | 17.8 | 62.6 | 5.6 | 3.7 | 100.0 |
| | Parent | 18.0 | 24.2 | 49.0 | 6.8 | 2.1 | 100.0 |

Table 2.2: Knowledge of Better Schools or Programs in the City by Educational Component (Question #3) (Percent Distribution)

| | | | | IF YES: Which one? | | | | City Schools | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | No | Yes | WIS | SWW | Adel | IJH | S.P. | Blk. | Wht. | Mix. | Paroch. |
| **ACADEMIC** | | | | | | | | | | | | |
| Reading | Resident | 82.2 | 17.7 | 54.7 | --- | ---- | --- | 0.9 | --- | 1.9 | 2.8 | 5.6 |
| | Parent | 83.8 | 16.2 | 2.9 | 0.3 | 1.8 | 1.3 | 1.5 | 0.6 | 2.4 | 2.7 | 3.2 |
| Arithmetic | Resident | 83.2 | 16.8 | 3.7 | --- | ---- | --- | --- | --- | 1.9 | 1.9 | 7.5 |
| | Parent | 87.6 | 12.4 | 2.4 | 0.3 | 0.6 | --- | 1.2 | 0.6 | 1.2 | 2.1 | 3.8 |
| Special Courses (Art,Science) | Resident | 80.4 | 19.6 | 5.6 | --- | 1.9 | --- | --- | --- | 1.9 | 1.9 | 6.5 |
| | Parent | 85.0 | 15.0 | 2.9 | 0.3 | 1.8 | --- | 2.1 | 1.2 | 0.9 | 2.7 | 2.9 |
| **TEACHER** | | | | | | | | | | | | |
| Teachers' Teaching | Resident | 85.0 | 15.0 | 4.7 | --- | ---- | --- | 1.9 | --- | 1.9 | 1.9 | 5.6 |
| | Parent | 86.1 | 13.9 | 4.4 | 1.6 | 0.3 | --- | 1.6 | 1.6 | 0.9 | 2.1 | 3.8 |
| Teachers' Concern | Resident | 86.0 | 14.0 | 3.7 | --- | ---- | --- | --- | --- | 0.9 | 3.7 | 4.7 |
| | Parent | 86.7 | 13.3 | 2.7 | 1.3 | 2.1 | --- | 1.9 | 1.6 | 0.6 | 2.4 | 3.2 |
| **SCHOOL** | | | | | | | | | | | | |
| Books, Materials | Resident | 86.0 | 14.0 | 4.7 | --- | 1.9 | --- | --- | --- | 1.9 | 1.9 | 3.7 |
| | Parent | 86.1 | 13.9 | 2.7 | 1.3 | 1.5 | --- | 1.2 | 1.5 | 0.6 | 2.9 | 2.9 |
| Principal's Performance | Resident | 88.8 | 11.2 | 3.7 | --- | 0.9 | --- | --- | --- | 0.9 | 2.8 | 2.8 |
| | Parent | 86.4 | 13.6 | 2.1 | 0.3 | 1.8 | --- | 0.6 | 0.6 | 1.5 | 2.9 | 2.9 |
| Facilities (Library, Gym) | Resident | 80.4 | 19.6 | 4.7 | --- | 2.8 | --- | 0.9 | --- | 0.9 | 4.7 | 3.7 |
| | Parent | 86.1 | 13.9 | 1.5 | 0.3 | 1.5 | --- | 0.9 | 1.2 | 1.5 | 2.9 | 2.7 |
| Building | Resident | 87.9 | 12.1 | 4.7 | --- | 0.9 | --- | --- | --- | 1.9 | 0.9 | 2.8 |
| | Parent | 86.1 | 13.9 | 1.8 | 0.6 | 1.2 | --- | 0.9 | 1.2 | 1.2 | 3.2 | 2.4 |
| Transportation | Resident | 87.9 | 12.1 | 3.7 | --- | --- | --- | --- | --- | 1.9 | 2.8 | 3.7 |
| | Parent | 89.4 | 10.6 | 1.2 | 0.3 | --- | --- | 0.6 | 0.6 | 1.5 | 3.2 | 2.9 |
| **STUDENTS** | | | | | | | | | | | | |
| Behavior in Class | Resident | 86.9 | 13.1 | 4.7 | --- | --- | --- | --- | --- | 0.9 | 1.9 | 4.7 |
| | Parent | 87.6 | 12.4 | 2.1 | 0.3 | 0.9 | --- | 0.6 | 0.6 | 0.9 | 3.5 | 3.2 |
| Behavior out of Class | Resident | 88.8 | 11.2 | 3.7 | --- | 0.9 | --- | --- | --- | 0.9 | 0.9 | 3.7 |
| | Parent | 89.7 | 10.3 | 1.5 | 0.3 | 0.3 | --- | 0.6 | 0.6 | 1.2 | 2.4 | 3.2 |
| **PARENTS** | | | | | | | | | | | | |
| Parents' Involvement | Resident | 87.9 | 12.1 | 4.7 | --- | --- | --- | --- | --- | 0.9 | 2.8 | 2.8 |
| | Parent | 84.7 | 15.3 | 2.1 | 0.3 | 1.2 | 0.3 | 0.9 | 0.6 | 2.1 | 4.1 | 3.2 |
| Parents' Information | Resident | 89.7 | 10.3 | 3.7 | --- | --- | --- | --- | --- | 0.9 | 1.9 | 3.7 |
| | Parent | 88.2 | 11.8 | 2.1 | 0.3 | --- | --- | 1.2 | 0.6 | 1.8 | 2.7 | 3.2 |
| **OTHERS** | | | | | | | | | | | | |
| Child Mix | Resident | 88.8 | 11.2 | 3.7 | --- | 0.9 | --- | --- | --- | 0.9 | 0.9 | 3.7 |
| | Parent | 86.4 | 13.6 | 1.8 | 0.3 | 0.9 | --- | 0.9 | 0.6 | 2.1 | 3.8 | 2.9 |
| Child's Happiness | Resident | 89.7 | 10.3 | 3.7 | --- | --- | --- | --- | --- | 0.9 | 1.9 | 2.8 |
| | Parent | 87.0 | 13.0 | 2.4 | 0.3 | 0.3 | 0.3 | 0.9 | 0.6 | 1.2 | 3.2 | 3.5 |
| **OVERALL** | | | | | | | | | | | | |
| Any school or program? | Resident | 83.2 | 16.8 | 4.7 | --- | 0.9 | 1.9 | --- | --- | 0.9 | 0.9 | 6.5 |
| | Parent | 83.2 | 16.8 | 2.9 | --- | 0.9 | 1.2 | 0.9 | 0.6 | 1.8 | 3.8 | 3.5 |

Table 2.3: Knowledge and Evaluation of Present Alternative Schools or Programs (Question #4) (Percent Distribution)

"Have you heard about any of the following programs or schools?"

IF YES:
"Do you think it is better, the same or worse than other programs or schools?'

| | No | Yes | Better | Same | Worse | D.K. |
|---|---|---|---|---|---|---|
| -World of Inquiry | | | | | | |
| Resident | 42.1 | 57.9 | 23.4 | 4.7 | 4.7 | 25.2 |
| Parent | 36.0 | 64.0 | 19.2 | 7.7 | 5.9 | 31.3 |
| -School Without Walls | | | | | | |
| Resident | 36.4 | 63.6 | 18.7 | 4.7 | 13.1 | 27.1 |
| Parent | 37.5 | 62.5 | 16.5 | 4.1 | 13.9 | 28.0 |
| -Upgraded Classes | | | | | | |
| Resident | 34.6 | 65.4 | 32.7 | 4.7 | 15.9 | 12.1 |
| Parent | 28.6 | 71.4 | 34.2 | 8.0 | 17.4 | 11.8 |
| -Open Enrollment | | | | | | |
| Resident | 38.3 | 61.7 | 28.0 | 13.1 | 15.9 | 4.7 |
| Parent | 30.1 | 69.9 | 35.1 | 9.7 | 12.1 | 13.0 |
| -Adelante (bi-lingual) | | | | | | |
| Resident | 59.8 | 40.2 | 26.2 | 1.9 | 2.8 | 9.3 |
| Parent | 63.4 | 36.6 | 18.6 | 4.4 | 3.5 | 10.3 |
| -Educational Voucher | | | | | | |
| Resident | 76.6 | 23.4 | 6.5 | 1.9 | 2.8 | 12.1 |
| Parent | 61.9 | 38.1 | 4.1 | 2.1 | 7.1 | 24.5 |
| -Interim Junior High | | | | | | |
| Resident | 57.9 | 42.1 | 18.7 | 3.7 | 3.7 | 15.9 |
| Parent | 51.6 | 48.4 | 20.9 | 6.5 | 5.3 | 15.6 |
| -Open Classrooms | | | | | | |
| Resident | 52.3 | 47.7 | 15.9 | 5.6 | 9.3 | 16.8 |
| Parent | 47.5 | 52.5 | 21.5 | 6.8 | 8.6 | 15.9 |
| -Urban-Suburban Exchange | | | | | | |
| Resident | 30.8 | 69.2 | 17.8 | 8.4 | 27.1 | 16.8 |
| Parent | 40.7 | 59.3 | 13.9 | 7.7 | 22.7 | 15.3 |
| -Alternative Schools | | | | | | |
| Resident | 72.9 | 27.1 | 16.8 | 2.8 | 3.7 | 3.7 |
| Parent | 67.0 | 33.0 | 15.3 | 3.2 | 3.5 | 10.9 |

Table 2.4: Improvements Seen As Possible Through Vouchers by Educational Component (Question #5) (Percent Distribution)

| | | A Lot | Little | None | Can't Say | Total |
|---|---|---|---|---|---|---|
| ACADEMIC | | | | | | |
| Reading | Resident | 24.3% | 28.0% | 19.6% | 28.0% | 100.0% |
| | Parent | 28.6 | 25.1 | 23.0 | 23.3 | 100.0 |
| Arithmetic | Resident | 23.4 | 28.0 | 21.5 | 27.1 | 100.0 |
| | Parent | 27.4 | 29.8 | 23.3 | 24.5 | 100.0 |
| Special Courses (Art, Science) | Resident | 29.9 | 27.1 | 18.7 | 24.3 | 100.0 |
| | Parent | 33.0 | 27.1 | 19.2 | 20.6 | 100.0 |
| TEACHER | | | | | | |
| Teachers' Teaching | Resident | 29.0 | 26.2 | 22.4 | 22.4 | 100.0 |
| | Parent | 27.1 | 25.1 | 26.3 | 21.5 | 100.0 |
| Teachers' Concern | Resident | 27.1 | 24.3 | 24.3 | 24.3 | 100.0 |
| | Parent | 25.7 | 23.3 | 30.7 | 20.4 | 100.0 |
| SCHOOL | | | | | | |
| Books, Materials | Resident | 27.1 | 22.4 | 26.2 | 24.3 | 100.0 |
| | Parent | 27.1 | 24.2 | 26.8 | 21.8 | 100.0 |
| Principal's Performance | Resident | 20.6 | 24.3 | 27.1 | 28.0 | 100.0 |
| | Parent | 23.6 | 24.8 | 28.3 | 23.3 | 100.0 |
| Facilities (Library, Gym) | Resident | 24.3 | 23.4 | 26.2 | 26.2 | 100.0 |
| | Parent | 28.6 | 24.5 | 29.2 | 17.7 | 100.0 |
| Building | Resident | 18.7 | 25.2 | 30.8 | 25.2 | 100.0 |
| | Parent | 21.2 | 20.1 | 36.6 | 22.1 | 100.0 |
| Transportation | Resident | 19.6 | 18.7 | 34.6 | 27.1 | 100.0 |
| | Parent | 23.9 | 19.2 | 34.5 | 22.4 | 100.0 |
| STUDENTS | | | | | | |
| Behavior in Class | Resident | 26.2 | 27.1 | 25.2 | 21.5 | 100.0 |
| | Parent | 26.0 | 22.1 | 30.1 | 21.8 | 100.0 |
| Behavior out | Resident | 20.6 | 26.2 | 30.8 | 22.4 | 100.0 |
| | Parent | 20.6 | 21.5 | 33.6 | 24.2 | 100.0 |
| PARENTS | | | | | | |
| Parents' Involvement | Resident | 31.8 | 23.4 | 24.3 | 20.6 | 100.0 |
| | Parent | 33.9 | 27.1 | 20.6 | 18.3 | 100.0 |
| Parents' | Resident | 28.0 | 29.0 | 22.4 | 20.6 | 100.0 |
| | Parent | 30.1 | 26.0 | 25.4 | 18.6 | 100.0 |
| OTHERS | | | | | | |
| Child Mix | Resident | 18.7 | 23.4 | 29.9 | 28.0 | 100.0 |
| | Parent | 26.3 | 19.2 | 28.9 | 25.7 | 100.0 |
| Child's Happiness | Resident | 25.2 | 24.3 | 25.2 | 25.2 | 100.0 |
| | Parent | 31.3 | 20.1 | 23.3 | 25.4 | 100.0 |
| | | Good | Fair | Poor | D.K. More Info. | |
| OVERALL | | | | | | |
| Do you think it is a good, fair or poor idea? | Resident | 50.5 | 16.8 | 21.5 | 11.2 | 100.0 |
| | Parent | 49.9 | 22.7 | 12.1 | 15.3 | 100.0 |

Table 2.5: Satisfaction With Present Performance and Political Organization of School District (Question #7)

(Percent Distribution)

| 7a. Overall, what kind of job do you feel the -- | Very Good | Good | Fair | Poor | Very Poor | Don't Know | Total |
|---|---|---|---|---|---|---|---|
| -Board of Education is doing? | | | | | | | |
| Residents | 54.7% | 32.7% | 26.2% | 13.1% | 8.9% | 14.9% | 100.0% |
| Parents | 6.8 | 31.0 | 28.9 | 14.2 | 10.3 | 8.9 | 100.0 |
| -Superintendent & Staff is doing? | | | | | | | |
| Residents | 32.8 | 38.3 | 19.6 | 8.4 | 3.7 | 27.1 | 100.0 |
| Parents | 6.8 | 34.5 | 28.3 | 6.8 | 3.5 | 20.1 | 100.0 |
| -School Principlals are doing? | | | | | | | |
| Residents | 5.6 | 41.1 | 23.4 | 6.5 | 1.9 | 21.5 | 100.0 |
| Parents | 15.3 | 51.3 | 17.1 | 4.4 | 1.5 | 10.3 | 100.0 |
| -School Teachers are doing? | | | | | | | |
| Residents | 11.2 | 45.8 | 16.8 | 8.4 | 0.9 | 16.8 | 100.0 |
| Parents | 26.5 | 46.0 | 20.4 | 2.1 | 0.9 | 4.1 | 100.0 |

| b. How much power to you feel different groups should have in deciding things about public schools? | A Lot More | More | O.K. as is | Less | A Lot Less | Don't Know | Total |
|---|---|---|---|---|---|---|---|
| -Board of Education | | | | | | | |
| Residents | 11.2 | 20.6 | 36.4 | 20.6 | 3.7 | 7.5 | 100.0 |
| Parents | 8.8 | 18.6 | 36.3 | 19.2 | 4.7 | 12.4 | 100.0 |
| -Superintendent & Staff | | | | | | | |
| Residents | 5.6 | 24.3 | 35.5 | 15.0 | 1.9 | 17.8 | 100.0 |
| Parents | 8.0 | 22.7 | 37.2 | 10.9 | 0.9 | 20.4 | 100.0 |
| -School Principals | | | | | | | |
| Residents | 10.3 | 46.7 | 22.4 | 4.7 | 1.9 | 13.9 | 100.0 |
| Parents | 13.6 | 46.6 | 26.8 | 2.1 | 0.6 | 10.3 | 100.0 |
| -School Teachers | | | | | | | |
| Residents | 26.2 | 44.9 | 20.6 | 1.9 | --- | 6.5 | 100.0 |
| Parents | 21.8 | 44.8 | 25.1 | 1.5 | 0.3 | 6.5 | 100.0 |
| -Parent Groups | | | | | | | |
| Residents | 26.2 | 38.3 | 22.4 | 3.7 | 1.9 | 7.5 | 100.0 |
| Parents | 26.0 | 37.2 | 23.0 | 5.3 | 1.2 | 7.4 | 100.0 |
| -Neighborhood Groups | | | | | | | |
| Residents | 12.1 | 34.6 | 16.8 | 14.0 | 10.3 | 12.1 | 100.0 |
| Parents | 11.5 | 29.8 | 26.8 | 11.5 | 3.5 | 16.9 | 100.0 |

# APPENDIX 2A

## Interview Questionnaires

lternative Schools Survey
-Parent Interview-

2 1 Study#
Deck #

ID

. Do you have any other school age children, except ________, living with you?

No Yes Which schools do they go to?

....... ....... ....... .......

1

How old are they?

2

....... ....... ....... .......

3

. Have any of your children ever gone to schools outside the Rochester district?

#

No Yes Which ..................................

Did you ever go to visit ______'s school during teaching hours?

No Yes

21

. We would like to find out how you feel about somethings at ______'s school, especially how you see your child affected.

I'll read you some important aspects of schools. Please tell me how satisfied you are with your school about each aspect: Very Satisfied, Satisfied, Dissatisfied, or Very Dissatisfied.

| READ FULL DESCRIPTION FROM OTHER CARD | Very Sat | Sat | NA (DK) | Dissat | Very Dissat |
|---|---|---|---|---|---|
| -Reading | 5 | 4 | 3 | 2 | 1 |
| -Arithmetic | 5 | 4 | 3 | 2 | 1 |
| -Spec. Courses (Art,Science) | 5 | 4 | 3 | 2 | 1 |
| -Teachers' Teaching | 5 | 4 | 3 | 2 | 1 |
| -Teachers' Concern | 5 | 4 | 3 | 2 | 1 |
| -Books, Materials | 5 | 4 | 3 | 2 | 1 |
| -Principal's Performance | 5 | 4 | 3 | 2 | 1 |
| -Facilities (Library,Gym) | 5 | 4 | 3 | 2 | 1 |
| -Building | 5 | 4 | 3 | 2 | 1 |
| -Transportation | 5 | 4 | 3 | 2 | 1 |
| -Behavior in Class | 5 | 4 | 3 | 2 | 1 |
| -Behavior Out of Class | 5 | 4 | 3 | 2 | 1 |
| -Parents' Involvement | 5 | 4 | 3 | 2 | 1 |
| -Parents' Information | 5 | 4 | 3 | 2 | 1 |
| -Other Influences on Children | 5 | 4 | 3 | 2 | 1 |
| -Child's Happiness | 5 | 4 | 3 | 2 | 1 |
| -Anything else? | 5 | 4 | 3 | 2 | 1 |

25

...........................
...........................

How would you rate your overall satisfaction:

| Very High | Above Average | Average | N.O. D.K. | Below Average | Very Low |
|---|---|---|---|---|---|
| 6 | 5 | 4 | 3 | 2 | 1 |

39

3a. Parents often talk about other schools with neighbors, friends or relatives. Have you heard of any schools or any program in the city that could be better for your child, for any of the things that I have mentioned above, that is for:

| READ FULL DESCRIPTION FROM OTHER CARD | No | Yes One | Yes Several | Which ? | |
|---|---|---|---|---|---|
| -Reading | 0 | 1 | 2 | ....... | 41 |
| -Arithmetic | 0 | 1 | 2 | ....... | |
| -Spec. Courses (Art,Science) | 0 | 1 | 2 | ....... | |
| -Teachers' Teaching | 0 | 1 | 2 | ....... | |
| -Teachers' Concern | 0 | 1 | 2 | ....... | |
| -Books, Materials | 0 | 1 | 2 | ....... | 51 |
| -Principal's Performance | 0 | 1 | 2 | ....... | |
| -Facilities (Library,Gym) | 0 | 1 | 2 | ....... | |
| -Building | 0 | 1 | 2 | ....... | |
| -Transportation | 0 | 1 | 2 | ....... | |
| -Behavior in Class | 0 | 1 | 2 | ....... | |
| -Behavior Out of Class | 0 | 1 | 2 | ....... | |
| -Parents' Involvement | 0 | 1 | 2 | ....... | |
| -Parents' Information | 0 | 1 | 2 | ....... | |
| -Other Influences on Children | 0 | 1 | 2 | ....... | |
| -Child's Happiness | 0 | 1 | 2 | ....... | |
| -Anything else? | 0 | 1 | 2 | ....... | 71 |

...........................

...........................

b. Overall, do you think there is a school or program in the city that would be better for your child?

| D.K. | No | Yes-one | Yes-several | Which ? | |
|---|---|---|---|---|---|
| 0 | 1 | 2 | 3 | ....... | 73 SK |

2 2

ID

4. Have you heard of any of the following programs or schools?

| | No | Yes → | Do you think it is better, same or worse (D.K.) than other programs/schools? | | | | |
|---|---|---|---|---|---|---|---|
| -World of Inquiry | 0 | 1 | 2 | 3 | 4 | 5 | |
| -School Without Walls | 0 | 1 | 2 | 3 | 4 | 5 | |
| -Ungraded Classes | 0 | 1 | 2 | 3 | 4 | 5 | |
| -Open Enrollment | 0 | 1 | 2 | 3 | 4 | 5 | |
| -Adelante(Bi-lingual Program) | 0 | 1 | 2 | 3 | 4 | 5 | |
| -Educational Voucher | 0 | 1 | 2 | 3 | 4 | 5 | |
| -Interim Junior High | 0 | 1 | 2 | 3 | 4 | 5 | 19 |
| -Open Classrooms | 0 | 1 | 2 | 3 | 4 | 5 | |
| -Urban-Suburban Exchange | 0 | 1 | 2 | 3 | 4 | 5 | |
| -Alternative Schools | 0 | 1 | 2 | 3 | 4 | 5 | |

IF YES for Voucher/Alternative Schools:

a. Where did you hear about .........? - - - - - - - - - - - -

- - - - - - - - - - - -

b. Can you give me an idea how that would work? - - - - - - - - - - - -

- - - - - - - - - - - - 29

HAND VOUCHER EXPLANATION SHEET
(Explain if respondent had no or wrong idea)

5a. Do you think such a program would improve any of the aspects we discussed before? That is would it improve -- a lot, a little or not at all?

| READ FULL DESCRIPTION FROM OTHER CARD | Can't Say | A Lot | A Little | Not At All | |
|---|---|---|---|---|---|
| -Reading | 4 | 3 | 2 | 1 | 30 |
| -Arithmetic | 4 | 3 | 2 | 1 | |
| -Spec. Courses (Art,Science) | 4 | 3 | 2 | 1 | |
| -Teachers' Teaching | 4 | 3 | 2 | 1 | |
| -Teachers' Concern | 4 | 3 | 2 | 1 | |
| -Books, Materials | 4 | 3 | 2 | 1 | |
| -Principal's Performance | 4 | 3 | 2 | 1 | |
| -Facilities (Library,Gym) | 4 | 3 | 2 | 1 | |
| -Building | 4 | 3 | 2 | 1 | |
| -Transportation | 4 | 3 | 2 | 1 | |
| -Behavior in Class | 4 | 3 | 2 | 1 | 40 |
| -Behavior Out of Class | 4 | 3 | 2 | 1 | |
| -Parents' Involvement | 4 | 3 | 2 | 1 | |
| -Parents' Information | 4 | 3 | 2 | 1 | |
| -Other Influences on Children | 4 | 3 | 2 | 1 | |
| -Child's Happiness | 4 | 3 | 2 | 1 | |

b. Considering what you know now about the new program, do you feel it is a good, fair or poor idea?

| Good Idea | Fair Idea | Poor Idea | N.O. (DK) | More Info |
|---|---|---|---|---|
| 5 | 4 | 3 | 2 | 1 |

a. If the new program were to be made available in this neighborhood, would you personally welcome this?

| No | Yes | D.K. |
|---|---|---|
| 3 | 2 | 1 |

_ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _

b. What, do you think, might change as a result?
PROBE (school change, children would go elsewhere etc.)

_ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _

_ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _

_ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _

50

7a. Overall, what kind of job do you feel --

| | D.K. | Very Good | Good | Fair | Poor | Very Poor |
|---|---|---|---|---|---|---|
| -The Board of Education is doing? | 6 | 5 | 4 | 3 | 2 | 1 |
| -The School Superintendent and his staff is doing? | 6 | 5 | 4 | 3 | 2 | 1 |
| -The School Principals are doing? | 6 | 5 | 4 | 3 | 2 | 1 |
| -The School Teachers are doing? | 6 | 5 | 4 | 3 | 2 | 1 |

b. How much power do you feel different groups should have in deciding things about public schools?

| | D.K. | A lot more | More | O.K. as is | Less | A lot less |
|---|---|---|---|---|---|---|
| -The Board of Education | 6 | 5 | 4 | 3 | 2 | 1 |
| -The School Superintendent and his staff | 6 | 5 | 4 | 3 | 2 | 1 |
| -The School Principals | 6 | 5 | 4 | 3 | 2 | 1 |
| -Parent Groups | 6 | 5 | 4 | 3 | 2 | 1 |
| -School Teachers | 6 | 5 | 4 | 3 | 2 | 1 |
| -Neighborhood Groups | 6 | 5 | 4 | 3 | 2 | 1 |
| -Others ..................<br>.................. | 6 | 5 | 4 | 3 | 2 | 1 |

60

8. Rochester has a chance to get money from the Federal Government to develop more alternative schools such as the "World of Inquiry" and the "Interim Junior High". Traditional classes will continue for parents who want them for their children. Do you feel the City School District should try to get the money?

| Definitely Yes | Probably Yes | D.K. | Probably No | Definitely No |
|---|---|---|---|---|
| 5 | 4 | 3 | 2 | 1 |

THANK RESPONDENT

Ch

HR

SC

CT*

Age

Sex

Eth

Dat

BG

Bir

76 77 SKI

lternative Schools Survey
-Resident Interview-

1 1 Study#
Deck #

ID

. Do you have any school age children living with you?

No  Yes → Which schools do they go to?

....... ....... ....... .......

How old are they?

....... ....... ....... .......

1
2
3

Have they ever gone to schools outside the Rochester district?

#

No  Yes → Which ......................

Did you ever go to visit the (a) school during teaching hours?

No  Yes

21

. IF NO: We would like to find out how you feel about schools in Rochester, especially in your neighborhood.

IF YES: We would like to find out how you feel about somethings at school #___, especially how you see your .... year old is affected. (SELECT ONE ELEMENTARY AGE CHILD - RECORD WHICH)

ALL: I'll read you some important aspects of schools. Please tell me how satisfied you are with your school about each aspect: Very Satisfied, Satisfied, Dissatisfied, or Very Dissatisfied.

| READ FULL DESCRIPTION FROM OTHER CARD | Very Sat | Sat | NA (DK) | Dissat | Very Dissat |
|---|---|---|---|---|---|
| -Reading | 5 | 4 | 3 | 2 | 1 |
| -Arithmetic | 5 | 4 | 3 | 2 | 1 |
| -Spec. Courses (Art,Science) | 5 | 4 | 3 | 2 | 1 |
| -Teachers' Teaching | 5 | 4 | 3 | 2 | 1 |
| -Teachers' Concern | 5 | 4 | 3 | 2 | 1 |
| -Books, Materials | 5 | 4 | 3 | 2 | 1 |
| -Principal's Performance | 5 | 4 | 3 | 2 | 1 |
| -Facilities (Library,Gym) | 5 | 4 | 3 | 2 | 1 |
| -Building | 5 | 4 | 3 | 2 | 1 |
| -Transportation | 5 | 4 | 3 | 2 | 1 |
| -Behavior in Class | 5 | 4 | 3 | 2 | 1 |
| -Behavior Out of Class | 5 | 4 | 3 | 2 | 1 |
| -Parents' Involvement | 5 | 4 | 3 | 2 | 1 |
| -Parents' Information | 5 | 4 | 3 | 2 | 1 |
| -Other Influences on Children | 5 | 4 | 3 | 2 | 1 |
| -Child's Happiness | 5 | 4 | 3 | 2 | 1 |
| -Anything else? | 5 | 4 | 3 | 2 | 1 |

25

...........................
...........................

. How would you rate your overall satisfaction:

| Very High | Above Average | Average | N.O. D.K. | Below Average | Very Low |
|---|---|---|---|---|---|
| 6 | 5 | 4 | 3 | 2 | 1 |

39

3a. People often talk about other schools with neighbors, friends or relatives. Have you heard of any schools or any program in the city that could be better for your child, for any of the things that I have mentioned above, that is for:

| READ FULL DESCRIPTION<br>FROM OTHER CARD | No | Yes<br>One | Yes<br>Several | Which ? | |
|---|---|---|---|---|---|
| -Reading | 0 | 1 | 2 | ....... | 41 |
| -Arithmetic | 0 | 1 | 2 | ....... | |
| -Spec. Courses (Art,Science) | 0 | 1 | 2 | ....... | |
| -Teachers' Teaching | 0 | 1 | 2 | ....... | |
| -Teachers' Concern | 0 | 1 | 2 | ....... | |
| -Books, Materials | 0 | 1 | 2 | ....... | 51 |
| -Principal's Performance | 0 | 1 | 2 | ....... | |
| -Facilities (Library,Gym) | 0 | 1 | 2 | ....... | |
| -Building | 0 | 1 | 2 | ....... | |
| -Transportation | 0 | 1 | 2 | ....... | |
| -Behavior in Class | 0 | 1 | 2 | ....... | |
| -Behavior Out of Class | 0 | 1 | 2 | ....... | |
| -Parents' Involvement | 0 | 1 | 2 | ....... | |
| -Parents' Information | 0 | 1 | 2 | ....... | |
| -Other Influences on Children | 0 | 1 | 2 | ....... | |
| -Child's Happiness | 0 | .1 | 2 | ....... | |
| -Anything else? | 0 | 1 | 2 | ....... | 71 |

............................

............................

b. Overall, do you think there is a school or program in the city that would be better for your child? (for a child?)

| D.K. | No | Yes-one | Yes-several | Which ? | |
|---|---|---|---|---|---|
| 0 | 1 | 2 | 3 | ....... | 73 SK |

12

ID

4. Have you heard of any of the following programs or schools?

| | No | Yes → | Do you think it is better, same or worse (D.K.) than other programs/schools? | | | | |
|---|---|---|---|---|---|---|---|
| -World of Inquiry | 0 | 1 | 2 | 3 | 4 | 5 | |
| -School Without Walls | 0 | 1 | 2 | 3 | 4 | 5 | |
| -Ungraded Classes | 0 | 1 | 2 | 3 | 4 | 5 | |
| -Open Enrollment | 0 | 1 | 2 | 3 | 4 | 5 | |
| -Adelante(Bi-lingual Program) | 0 | 1 | 2 | 3 | 4 | 5 | |
| -Educational Voucher | 0 | 1 | 2 | 3 | 4 | 5 | |
| -Interim Junior High | 0 | 1 | 2 | 3 | 4 | 5 | 19 |
| -Open Classrooms | 0 | 1 | 2 | 3 | 4 | 5 | |
| -Urban-Suburban Exchange | 0 | 1 | 2 | 3 | 4 | 5 | |
| -Alternative Schools | 0 | 1 | 2 | 3 | 4 | 5 | |

IF YES for Voucher/Alternative Schools:

a. Where did you hear about .........? - - - - - - - - - - - -

- - - - - - - - - - - -

b. Can you give me an idea how that would work? - - - - - - - - - - - -

- - - - - - - - - - - - 29

HAND VOUCHER EXPLANATION SHEET
(Explain if respondent had no or wrong idea)

5a. Do you think such a program would improve any of the aspects we discussed before? That is would it improve -- a lot, a little or not at all?

| READ FULL DESCRIPTION FROM OTHER CARD | Can't Say | A Lot | A Little | Not At All | |
|---|---|---|---|---|---|
| -Reading | 4 | 3 | 2 | 1 | 30 |
| -Arithmetic | 4 | 3 | 2 | 1 | |
| -Spec. Courses (Art, Science) | 4 | 3 | 2 | 1 | |
| -Teachers' Teaching | 4 | 3 | 2 | 1 | |
| -Teachers' Concern | 4 | 3 | 2 | 1 | |
| -Books, Materials | 4 | 3 | 2 | 1 | |
| -Principal's Performance | 4 | 3 | 2 | 1 | |
| -Facilities (Library, Gym) | 4 | 3 | 2 | 1 | |
| -Building | 4 | 3 | 2 | 1 | |
| -Transportation | 4 | 3 | 2 | 1 | |
| -Behavior in Class | 4 | 3 | 2 | 1 | 40 |
| -Behavior Out of Class | 4 | 3 | 2 | 1 | |
| -Parents' Involvement | 4 | 3 | 2 | 1 | |
| -Parents' Information | 4 | 3 | 2 | 1 | |
| -Other Influences on Children | 4 | 3 | 2 | 1 | |
| -Child's Happiness | 4 | 3 | 2 | 1 | |

b. Considering what you know now about the new program, do you feel it is a good, fair or poor idea?

| Good Idea | Fair Idea | Poor Idea | N.O. (DK) | More Info |
|---|---|---|---|---|
| 5 | 4 | 3 | 2 | 1 |

6a. If the new program were to be made available in this neighborhood, would you personally welcome this?

| No | Yes | D.K. |
|---|---|---|
| 3 | 2 | 1 |

b. What, do you think, might change as a result?
PROBE (school change, children would go elsewhere etc.)

50

7a. Overall, what kind of job do you feel --

| | D.K. | Very Good | Good | Fair | Poor | Very Poor |
|---|---|---|---|---|---|---|
| -The Board of Education is doing? | 6 | 5 | 4 | 3 | 2 | 1 |
| -The School Superintendent and his staff is doing? | 6 | 5 | 4 | 3 | 2 | 1 |
| -The School Principals are doing? | 6 | 5 | 4 | 3 | 2 | 1 |
| -The School Teachers are doing? | 6 | 5 | 4 | 3 | 2 | 1 |

b How much power do you feel different groups should have in deciding things about public schools?

| | D.K. | A lot more | More | O.K. as is | Less | A lot less | |
|---|---|---|---|---|---|---|---|
| -The Board of Education | 6 | 5 | 4 | 3 | 2 | 1 | |
| -The School Superintendent and his staff | 6 | 5 | 4 | 3 | 2 | 1 | |
| -The School Principals | 6 | 5 | 4 | 3 | 2 | 1 | |
| -Parent Groups | 6 | 5 | 4 | 3 | 2 | 1 | |
| -School Teachers | 6 | 5 | 4 | 3 | 2 | 1 | |
| -Neighborhood Groups | 6 | 5 | 4 | 3 | 2 | 1 | 60 |
| -Others ..................<br>.................. | 6 | 5 | 4 | 3 | 2 | 1 | |

8. Rochester has a chance to get money from the Federal Government to develop more alternative schools such as the "World of Inquiry" and the "Interim Junior High". Traditional classes will continue for parents who want them for their children. Do you feel the City School District should try to get the money?

| Definitely Yes | Probably Yes | D.K. | Probably No | Definitely No |
|---|---|---|---|---|
| 5 | 4 | 3 | 2 | 1 |

THANK RESPONDENT

Ethnicit

Sex

Age

CT

Date

69

FULL WORDING OF ITEMS (used in Community Survey Interviews)
Adjust slightly as appropriate.

- How well children learn to read
- How well children learn arithmetic
- What programs are offered, like Art, Science, etc.
- How well the teachers teach
- How the teachers care about children
- What workbooks and materials are available
- How well the principal runs the school
- What facilities like library, gym, etc. are available
- How well the building is kept
- How easily children can get to their school
- How well children behave in class
- How well children behave outside class (going to school, etc.)
- How parents are encouraged by school to get involved
- How well parents are informed by school
- What kind of children (your) child(ren) mix with
- How happy your (the) child(ren) is

BEST COPY AVAILABLE

ALTERNATIVE SCHOOLS - What it means

GREATER CHOICE - Parents can choose among a number of schools instead of having a school assigned by the school district.

CERTIFICATE (Voucher) - Parents would get a certificate for each child going to elementary school. When they decide which school(s) their children should go to, they give the certificate to the school. The school uses the certificate to get money from the School District to pay the costs of teaching the child. Transportation will be provided. This would not cost the parents any more, and no one could get preferred treatment by paying extra. No discrimination is allowed.

NEW SCHOOLS AND OLD - Some schools might stay as they are now, some would change. There might be more schools like the World of Inquiry and Interim Junior High. Parents would have a wider choice than they have now. Those schools that have the things that parents like most would increase, others would decrease.

HOW TO CHOOSE - A free listing will be given to all parents about what the different schools have for children and how they teach. There would be people to help parents decide, if they wanted help.

DOES IT INCREASE TAXES - No. The federal government is committed to pay all additional costs arising from the program for 5-7 years. The School Board can withdraw from the program at any time if it feels that the program is against local interests.

Appendix 2B

# SAMPLING METHODS

## ALTERNATIVE SCHOOLS SURVEY

January 1973

## Memo on Student Sampling for Parent Interviews

The alphabetic student listing for the elementary schools of the City School District, sorted by school within school by homeroom was used to draw a three stage stratified random sample (Homeroom Attendance Report, Year 72/73, Period 1).

In a first step, all 46 elementary schools were grouped as to whether they were "inner" or "outer" city schools, and whether they were on the east or the west side of the river. This resulted in the following listing:

| "Outer City" | | "Inner City" | |
|---|---|---|---|
| West | East | West | East |
| 38 | 39 | 5 | 50 |
| 42 | 11 | 17 | 8 |
| 41 | 33 | 44 | 22 |
| 40 | 52 | *58 | 26 |
| 7 | 31 | 29 | 36 |
| 34 | 28 | 4 | 20 |
| 43 | 46 | 3 | 6 |
| 30 | 23 | 2 | 27 |
| 21 | 1 | 16 | 25 |
| | 35 | 19 | 9 |
| | 24 | 37 | 14 |
| | 49 | | 15 |
| | | | 13 |
| | | | 10 |
| 9 | 12 | 11 | 14 |

This listing of schools by area was supplemented with information on the size and grade organization, using the most recent figures available. It was realized that last year's reorganization had been rescinded and did not reflect present grade organization. The ordering of the schools within each stratum was based on proximity, moving from the north to the south, and from the west to the east. To get a checker board coverage of schools in each, it was decided to take every second school, using a starting point (1st or 2nd line) randomly. Which schools were selected has been treated as confidential. Special care was given to the problem that all grades were equally represented in case the rescinding had not completely restored the old grade distribution. Size of the student population was also considered. This selection procedure gave 23 schools. As only one of three schools with a bilingual program was included, a 24th school was added to have sufficient Puerto Rican representation.

---

*World of Inquiry. Excluded from multistage sampling and sampled instead directly.

In a second step, the homerooms of each selected school were listed as they appear on the data processing report card listings (ascending order). The average school had 24 homerooms with 25 pupils each. Three homerooms per school were selected using confidential sets of combinations. This procedure guaranteed that each school had a different combination, and no neighboring homerooms were selected. The name of the homeroom teacher was not on the listing. If there were less than 24 homerooms in a school and the assigned combination would only give one room, a second was added by continuing the counting at the beginning.

If there were more than 24 homerooms, additional ones were chosen by extending the combination by adding 8 to the highest number in the set. This procedure made sure that large schools have a larger number of homerooms in the sample than small rooms, but each school has at least two homerooms selected. In the final step, every 3rd pupil from the identified homeroom was selected, using the 1st, 2nd, and 3rd line on the listing alternatively as starting points.

This overall procedure gave a sample of 658 students from 77 homerooms. The abstracting of the student's name and address was done manually on special sheets (See Attached Form). The school and homeroom number were coded at this time so that fieldworkers could not identify them from the address slip. The same observation codes as on the resident sample sheets were used.

Note that this is a sample of children. The probability of a parent interview is directly proportionate to the number of their children in the city's elementary schools.

# ALTERNATIVE SCHOOLS SURVEY

January 1973

## Memo on Resident Sampling

The 1971 Polk City Directory was used to draw a systematic random sample of housing addresses in Rochester City. Note that this sample represents correctly households and families. It is *not* a sample of children. A family with 10 children has as high a probability as a family with one child or a household with no children.

Procedure: The street and avenue listing in the back of the directory is used. This listing, printed on greenish paper, is 507 pages long. Each page has three columns. One specific address (n-th line) in one of these three columns* was selected for this sample. Commercial addresses were excluded. Vacant homes and apartments were included. This procedure produced a list of 440 addresses.

Listing: The list was abstracted manually and provided the following information:

(1st line) Surname, First name, Initial

(2nd line) House #, Street name, Zipcode, Telephone #

There were ten addresses per page, separated by an empty line to facilitate cutting of address slips with a scissor (See Attached Example Sheet).

Fieldwork: Each slip was given an ID number and observation codes for ethnicity, sex of the respondent and age of the respondent. The address was coded by census tract. A completion code indicated date of completion or reason for noncompletion. Three visits had to be made before an address was allowed to be coded "No Contact" in the completion code.

---

*The selected line and column has been treated as confidential.

Appendix 2C

## OPEN-ENDED INTERVIEWEE RESPONSES

### Anticipated Effects on Schools - Examples

1. Positive Effect

- Other schools more like World of Inquiry
- More parent involvement
- Better transportation
- More choice, not forced to attend a certain school
- Better curriculm
- System could keep up with children
- Teachers able to give more
- Facilities would improve
- Teachers and parents more cooperation
- Better knowledge in own interests
- More learning
- Less rigid neighborhood boundaries

2. No Effect

- No changes
- Most stay where they are
- Doesn't see any change, people don't have any say about budget

3. Negative Effects

- Worried about safety of children
- Doesn't like busing
- Increase racial prejuidice
- Abrupt changes, juggling turn people off
- Too confused
- Overcrowded in some schools, others deteriorate
- Another upset would be hard
- Same as reorganization
- Cause unhappiness
- Disapproves of any program which takes children out of neighborhood
- Too segregated
- Decentralized
- Parents enroll child for wrong reason
- Politicans have ruined schools by mixing races
- Funds not here forever
- Additional personnel

# Anticipated Effects on Children - Examples

## 1. Positive Effect

- -Children should learn better
- -Children and parents happier
- -Children better prepared for high school
- -Children have choice of schools
- -More individual help for children
- -Children should improve faster
- -Children mix more
- -Better understanding between child and teacher
- -Child's attitude toward school would improve
- -Would give children more incentive
- -Parents would become more involved
- -Children could get along better with other children and possibly scholastically too

## 2. No Effect

- -Probably go to same school
- -Want kids to stay together-doesn't want children bribed
- -Children wouldn't go outside of neighborhood
- -People like neighborhood schools
- -Want children to go to local school

## 3. Negative Effect

- -Wouldn't like it, wants children to learn what teachers say
- -Might harm neighborhood friendships
- -Increased tension because of choosing
- -People choose because of status
- -Kids shouldn't have new class every year
- -Attitude and personality of child may change
- -Depends where schools were set up
- -Busing
- -Taxes higher
- -There would be a rebellion
- -Children used as guinea pigs

## SURVEY OF PARENTS IN ZONE A

A survey of parents in attendance Zone A was taken on January 3-5, 1973, as a cooperative effort of the area PTAs, community groups, and the Alternative Schools Study. Parents of 400 children were randomly selected to be questioned by parent volunteers. Replies were received from 165 families representing 250 children enrolled in Zone A schools. Thus, results were tabulated from 62% of the families contacted.

75.1% of the parents contacted expressed a desire for a choice of schools, yet only 66.8% would like to see Zone A participate in a program of alternative schools. Ten questionnaires contained definite statements against the voucher system. However, the volunteers who returned surveys reported a great lack of knowledge on the part of parents concerning the voucher system. They expressed a great need for further parent education if such a program were to be implemented.

79% of the parents contacted would like to see mini-schools within a single school. While many parents did not feel qualified to found a new school, 50.9% indicated there would be interest in founding a new school to meet the needs of their children. (See Table G-2a)

Tables G-2b, 2c, and 2d show the results of the survey in each of the three schools in Zone A as submitted by the volunteer survey group.

Table G-2a

## SUMMARY OF PARENT SURVEY - ZONE A

1. As a parent, would you like to have a choice of alternative schools to which to send your children?

   Yes 124 (75.1%) No 34 (20.6%)

2. Would you like the choice of alternative instructional programs for your children within a single school (i.e. mini-school)?

   Yes 130 (79%) No 24 (14.5%)

3. Would you like to see this area participate in a program of alternative schools?

   Yes 110 (66.8%) No 45 (27.2%)

4. If funds were available, would you consider founding a new school that meets the needs of your child?

   Yes 84 (50.9%) No 76 (46%)

Table G-2b

Home School #16
School Children Attend 65 families representing 95 children

## SURVEY OF PARENT VIEWS
(Combined effort of PTA, Community and Rochester Schools Alternative Study)

1. As a parent, would you like to have a choice of alternative schools to which to send your children?

   Yes 51 (78.4%) No 10 (15.3%)

2. Would you like the choice of alternative instructional programs for your children within a single school (i.e. mini-school)?

   Yes 49 (75.3%) No 10 (15.3%)

3. Would you like to see this area participate in a program of alternative schools?

   Yes 48 (73.8%) No 13 (20%)

4. If funds were available, would you consider founding a new school that meets the needs of your child?

   Yes 32 (49.2%) No 32 (49.2%)

5. Which subject areas would you like to see emphasized in your child's school? (Number according to preference - 1st choice, 2nd choice, 3rd choice)

   44 (67.6%) Traditional 3 R's - 1st choice
   33 (50.7%) Fine Arts
   11 (16.8%) Vocational
   11 (16.8%) Bilingual
   22 (33.8%) Physical education
   33 (50.7%) Cultural studies
   21 (32.3%) Science
   ______ Others
   As one of 1st three choices

6. Which setting would you choose for your child if you had a choice? (Number according to preference)

   22 (33.8%) Traditional, self-contained classroom
   21 (32.3%) Open classroom
   14 (21.5%) Clusters
   5 ( 7.6%) Team teaching

7. If more funds were available to your school, how would you like to see the money spent? (Number acording to preference)

36 (55.3%) More classroom teachers to reduce class size
19 (29.2%) Specialized teachers in reading, music, art, etc.
(41.5%) Teacher aides to assist in the classroom
_________ Supplemental books
_________ Science labs
_________ Audio-Visual materials
_________ Field trips
_________ Others

As one of 1st three choices

33.8% of the parents chose Science Labs and Audio-Visual materials as one of their first three choices.

8. How would you like to see pupil evaluation reported to the parents? (Number according to preference)

15 (23%) Conferences
16 (24.6%) Standard Report Cards
23 (35.3%) Written Evaluation by teachers
9 (13.6%) Home Visits
_________ Other

9. What do you like best about the program your child is now in?

1. Children are able to work in own interest areas.

2. Cluster grouping.

10. In your opinion, what are its weaknesses or problems, if any?

1. Little emphasis on skills and academic accomplishments.

2. Lack of high standards. Many parents seem to feel that not enough is expected of students - as if teachers feel students cannot do good work.

3. Lack of art program.

4. Classes are too large.

5. Need for stricter discipline.

6. Need for better system of communication between school and home.

Table G-2c

Home School #37
School Children Attend 49 families representing 79 children

SURVEY OF PARENT VIEWS
(Combined effort of PTA, Community and
Rochester Schools Alternative Study)

1. As a parent, would you like to have a choice of alternative schools to which to send your children?

   Yes 32 (65.3%) No 14 (28.5%)

2. Would you like the choice of alternative instructional programs for your children within a single school (i.e. mini-school)?

   Yes 39 (79.5%) No 8 (16.3%)

3. Would you like to see this area participate in a program of alternative schools?

   Yes 28 (57.1%) No 20 (40.8%)

4. If funds were available, would you consider founding a new school that meets the needs of your child?

   Yes 24 (48.9%) No 22 (44.8%)

5. Which subject areas would you like to see emphasized in your child's school? (Number according to preference - 1st choice, 2nd choice, 3rd choice)

| | | |
|---|---|---|
| 41 (83.6%) | Traditional 3 R's - 1st choice | |
| 21 (42.8%) | Fine Arts | One of the 1st three choices |
| 12 (24.4%) | Vocational | |
| 4 ( .08%) | Bilingual | |
| 8 (16.3%) | Physical education | |
| 24 (48.8%) | Cultural studies | |
| 24 (48.8%) | Science | |
| | Others | |

6. Which setting would you choose for your child if you had a choice? (Number according to preference)

| | |
|---|---|
| 16 (32.6%) | Traditional, self-contained classroom |
| 18 (36.7%) | Open classroom |
| 7 (14.2%) | Clusters |
| 6 (12.2%) | Team teaching |

7. If more funds were available to your school, how would you like to see the money spent? (Number according to preference)

28 (57.1%) More classroom teachers to reduce class size
14 (28.5%) Specialized teachers in reading, music, art, etc.
(30.6%) Teacher aides to assist in the classroom
_________ Supplemental books
_________ Science labs
_________ Audio-Visual materials
_________ Field trips
_________ Others

As one of the 1st three choices

16.3% wanted to see additional funds spent for Science and Audio-Visual materials

8. How would you like to see pupil evaluation reported to the parents? (Number according to preference)

21 (42.8%) Conferences
12 (24.4%) Standard Report Cards
14 (28.5%) Written Evaluation by teachers
_________ Home Visits
_________ Other

As first choice

9. What do you like best about the program your child is now in?

1. The open classroom and the variety of age level in one classroom.

2. Children can progress at own rate.

3. More discipline this year.

10. In your opinion, what are its weaknesses or problems, if any?

1. Classes are too large for individual guidance and learning problems cannot always be handled.

2. Lack of specialized teachers in reading, art, music has greatly affected program this year.

3. Evaluation of individual students is inadequate, especially the student who does well enough but could do better with proper motivation.

4. Lack of communication about basic school philosophy and goals. Lack of communication between parents, administration, and teachers.

Table G-2d

Home School #44
School Children Attend 51 families representing 76 students

SURVEY OF PARENT VIEWS
(Combined effort of PTA, Community and Rochester Schools Alternative Study)

1. As a parent, would you like to have a choice of alternative schools to which to send your children?

Yes 41 (80.3%)   No 10 (19.6%)

2. Would you like the choice of alternative instructional programs for your children within a single school (i.e. mini-school)?

Yes 42 (82.3%)   No 6 (11.7%)

3. Would you like to see this area participate in a program of alternative schools?

Yes 34 (66.6%)   No 12 (23.5%)

4. If funds were available, would you consider founding a new school that meets the needs of your child?

Yes 28 (54.9%)   No 22 (43.1%)

5. Which subject areas would you like to see emphasized in your child's school? Number according to preference - 1st choice, 2nd choice, 3rd choice)

| | | |
|---|---|---|
| 44 (86.2%) | Traditional 3 R's - 1st choice | |
| (43.1%) | Fine Arts | One of the 1st three choices |
| | Vocational | |
| | Bilingual | |
| 21 (41.1%) | Physical education | |
| (45.0%) | Cultural studies | |
| | Science | |
| | Others | |

6. Which setting would you choose for your child if you had a choice? (Number according to preference)

| | |
|---|---|
| 15 (29.4%) | Traditional, self-contained classroom |
| 14 (27.4%) | Open classroom |
| 12 (23.5%) | Clusters |
| 10 (19.6%) | Team teaching |

7. If more funds were available to your school, how would you like to see the money spent? (Number according to preference)

26 (50.1%) More classroom teachers to reduce class size
(47.0%) Specialized teachers in reading, music, art, etc.
(29.4%) Teacher aides to assist in the classroom As one of the 1st three choices
________ Supplemental books
________ Science labs
________ Audio-Visual materials
________ Field trips
________ Others

33.3% chose Science labs and Audio-Visual as one of the first three choices.

8. How would you like to see pupil evaluation reported to the parents? (Number according to preference)

16 (31.3%) Conferences
6 (11.7%) Standard Report Cards
27 (52.9%) Written Evaluation by teachers
2 ( .04%) Home Visits
________ Other

9. What do you like best about the program your child is now in?

1. Flexibility of program.
2. Children are challenged.
3. Good use of student teachers.
4. Communication, especially newsletter.

10. In your opinion, what are its weaknesses or problems, if any?

1. Too much free time.
2. Classes are too large.
3. Lack of reading teacher to help children who are having problems.

# APPENDIX H

## News Clippings

NOTE: The news clippings in this Appendix are representative of the articles that appeared during the course of the Study. In general, the clippings were selected on the basis of one of the following criteria:

1. In-depth analysis of voucher concepts
2. Discussion of major events in the Study
3. Chronological progression of the Study

The Democrat and Chronicle and the Times Union are daily newspapers for metropolitan Rochester and the suburban areas; the New York Teacher is the official weekly publication of the New York United Teachers Association; City East and the Holley Standard are published weekly; and the North East Herald is a monthly publication.

BEST COPY AVAILABLE

# School Vouchers May Give 10,000 a Choice

The parents of about 10,000 city elementary pupils could have a choice by next fall of approximately 25 schools for their children.

Many Rochester parents already have a limited choice of schools, but the latest reform proposal here would make a great number of city schools quite different from each other in methods and philosophy. Such a move would be a striking departure from the current practice of pointing most city public schools in the same educational direction.

It would mean that parents who prefer traditional elementary schools, with traditional report cards and classroom lectures, would be able to return their children to such a setting. But it also would mean that parents who believe the schools are moving too slowly toward individualized instruction, Montessori or work-study methods of teaching could speed the reforms they want for their children.

While Rochester school officials say the chances are almost nil, there also is a possibility that the new proposal eventually could give parents the choice of public or private education, both financed with public dollars.

The vehicle for providing parents with these choices would be a voucher—a piece of paper representing the cost of educating an elementary pupil for one year. The parent would be free to "spend" it in a variety of schools.

Under a fully developed voucher system, that choice would include private and parochial schools. The system has never been tried that way, however, because of restrictions in state and federal law.

The Rochester Board of Education received a grant last week from the U.S. Office of Economic Opportunity (OEO) that will allow the city to spend six months studying the feasibility of a voucher system here.

Such a system could provide parents and their children with all the alternatives to traditional education plus many more.

Many questions about the system remain, however, and they will have to be answered to the satisfaction of parents, teachers, school administrators and public officials if the system is ever to become a reality.

Catholic parochial school supporters who originated the voucher concept in the late 1950's had hoped it would be a method of circumventing the constitutional barrier between church and state. The first test of the voucher's constitutionality came in the mid '50s when the U.S. Supreme Court ruled that the system could not be used by Southern whites as a means to circumvent public school desegregation.

The Nixon administration now is supporting experimentation with voucher systems and Democratic presidential candidate George McGovern has indicated he would also be interested in testing the voucher system.

The Office of Economic Opportunity has been attempting since December 1969 to test a voucher system model prepared by the Center for the Study of Public Policy of Cambridge, Mass., but so far without success.

The office has indicated it would pay for the additional costs of starting a voucher system for five to seven years in a school district that wants to try it. Rochester has agreed so far only to accept $122,297 from the federal agency to study the feasibility of such a system.

OEO is hoping to run an experiment that would give vouchers to private schools. Rochester has indicated we are not interested in that kind of a voucher system," said Phale D. Hale, director of the Community School Council, who will head the local study.

"We have reserved the right to write the kind of experiment we want, and OEO has reserved the right to fund instead any of our competitors who might come up with a voucher system that would aid private schools," Hale added.

The Rochester School District, however, has promised in its proposal that it will "consider drafting voucher legislation such as that passed in Connecticut . . ." Connecticut is the only state where legislation allowing a private-public voucher system has been passed.

The study period here will include public hearings by the school board, opinion surveys and informational meetings for community leaders and parents, the study proposal indicates. School officials insist it is only a study and that public opinion will count greatly in any decision.

If a voucher plan is adopted here, it will cover specific areas of the city. Following federal guidelines, the areas selected are economically and racially mixed.

The city school district has proposed including the 12 elementary schools that were reoganized into primary and intermediate schools until the school board overturned the reorganization plan this year. The district also has selected inner city schools 2, 3, 4, 19 and 29.

The 12 formerly reorganized schools are 16, 37 and 44 on the city's southwest side, Schools 1, 28, 14, 46, and 52 on the city's southeast section and Schools 8, 20, 22 and 50 east of the Genesee River.

The 10,000 students in these schools would be racially and economically mixed, the proposal says, with 50 per cent of the students being black or Hispanic and 25 per cent from families receiving Aid to Dependent Children.

In the end, whether a voucher experiment is conducted here or not will depend on the school board and the Office of Economic Opportunity. After finishing similar studies, school boards in Gary, Ind., Seattle, Wash., and San Francisco, Calif., decided not to conduct a voucher experiment. The only other feasibility study now in progress is in New Rochelle.

The Alum Rock Union School District in San Jose, Calif., is the only school system in the nation now using vouchers. The experiment there was accepted with mixed feelings but generally approved by parents of children attending the schools affected, school officials say.

In Seattle, Dr. Michael Hickey, assistant to the district superintendent, said the voucher concept met "tremendous opposition citywide."

The Seattle school system's administration wanted to pursue the project, but the school board rejected the idea in May.

"We are involved now in mandatorily desegregating some of our schools. The board felt the voucher plan could hurt desegregation, and they wanted to avoid a second controversy," Hickey said.

Like Seattle's, Rochester schools are not naturally racially balanced citywide. The voucher system, critics say, could even lead to more segregation as parents chose schools based on economic or race factors.

Built into the Office of Economic Opportunity model are rules designed to prevent segregation. One would require each school's enrollment to have the same minority representation as the percentage of minority applicants.

Alum Rock district officials say the voucher system has not changed the racial composition of schools there. Most of the schools were racially balanced before — roughly half Chicano, 40 per cent white and 10 per cent black — and have stayed about the same. That is primarily because only 140 of the 3,800 children chose to go to schools other than their neighborhood schools, officials said.

In Alum Rock, alternative types of education were provided within the neighborhood schools. At the present time, Hale said, Rochester doesn't see the advisability of the mini-school concept here.

"Our proposed project is much bigger," Hale said. "If we were to offer four or five different programs within each of 24 or 25 school buildings, we would have more alternatives than practical."

Thus, it is difficult to assess whether a voucher plan in Rochester would encourage more children to leave their neighborhoods than in Alum Rock.

Critics point out other uncertainties about the voucher system.

If a school gives preference to students living closest to it — and Rochester's Proposal considers that guarantee — then students who now attend sub-standard schools would not find room in better schools, critics say.

Critics also maintain that parents, particularly low-income parents, may not be sufficiently informed to select schools. They also point to the possibility that schools might misrepresent their programs in the competition for students.

And unless clear performance standards can be developed by educators, critics contend, it will be difficult for parents to weigh the merits of one school against another.

The criticisms are more valid if non-public schools are included, say critics. Then it would be possible for parents, community organizations and even businesses to apply for eligibility to run a publicly financed voucher school.

Catholic educational leaders, some educational reformers and some corporations in the education field are expected to support experiments with voucher systems.

Traditional organizations of teachers and school administrators nationally have indicated they are opposed. The Rochester Teachers Association leadership is "skeptical" but will study the concept further before preparing a position paper, its president, David A. Glossner, said.

Teachers organizations tend to feel a voucher system could lower the quality of public education by giving some of the present public school support to private schools, he said.

Those who oppose parochial aid in general and some organizations with strong civil rights concerns are aligned with teachers in opposition to the idea.

School Commissioner Dorothy B. Phillips, says now may be a bad time for a voucher system. Because the city's population is declining, she says, "we may soon have to face the issue of closing some school buildings for economy. Providing more alternatives would only make that harder."

Rochester's chances of continued federal support for a voucher system are uncertain. Other prospective competitors for the federal grants include Hartford, Conn., Dayton, Ohio and Milwaukee, Wis., administrators here say. Any of those districts could come up with a model more pleasing to the office of Economic Opportunity than Rochester's.

But, on the other hand, "OEO approved funding for a pretty wattered-down version in San Jose," Hickey observed. "And they as much as told us here in Seattle that they'd approve anything we'd ask for."

Democrat and Chronicle
October 5, 1972

---

Democrat and Chronicle
December 15, 1972

# Voucher System Experiment Under Fire

By KATHY O'TOOLE

The Monroe Citizens for Public Education and Religious Liberty yesterday said it opposes the proposed experiment with a voucher system in Rochester's public school system.

The local coalition of organizations, which belongs to the statewide coalition which has fought aid to parochial schools, says the voucher concept can be "readily adapted to subsidize non-public schools."

School Commissioners Joseph Farbo and Frank V. Ciaccia have criticized the organization and the Rochester Teachers Association for opposing the proposal before the finish of the study now underway.

Legge Associates, Inc. of Pittsford was hired to do the opinion survey which the school district's administrators have said was essential before the school board could decide whether to try the experiment.

But the survey is being conducted under difficult circumstances, said William Legge, president of the consulting firm. The majority of city residents do not know enough about a voucher system to know whether they want it or not, he said, and it is difficult to explain it in a completely impartial way.

The proposal, as developed so far, would allow parents of 12,000 city pupils to choose between a variety of public schools. They could stay in their neighborhood school, and the majority of parents would influence what kind of programs the school would offer.

The Office of Economic Opportunity would supplement the cost of education for low-income pupils.

Problems with the voucher experiment cannot be explained by those conducting the survey, said Legge.

Added to their problems is the timing of the survey. Just before Christmas is a difficult time to get interviews or for interviewers to find persons at home. The firm is still hoping for an 80 per cent response from parents to be surveyed and 60 per cent from residents. They hope for an even higher response from teachers.

Because persons are believed to be familiar with the voucher concept, surveyors are trying to learn if parents are satisfied with their children's current school and what they think of alternative schools available to them.

The result should be a good indication of whether parents want a choice of other kinds of schools, said Klaus Roghmann, a researcher for Legge Associates.

School commissioners say they hope the survey can give them a clear picture of the community attitude.

"We already know there will be a relatively small group vehemently opposed and a small group in favor," said Farbo. "But the big center (majority)—they won't say a word until after it's too late."

BEST COPY AVAILABLE

# How It Works in San Jose . . .

**Rochester became interested in a voucher system to finance education after it examined a voucher experiment in San Jose, Calif.**

The Alum Rock Union School District in San Jose is the only district in the nation now using vouchers. The system is a limited test began this fall.

This is how it works:

Parents of about 3,800 Alum Rock children living in a racially mixed section of San Jose were given "tickets"—or vouchers—for each child up through the eighth grade.

To enroll a child, the parent presents the ticket to a school, which forwards it to the school district. The school receives $680 for each elementary school child it enrolls and $970 for each seventh and eighth grader.

Only six of the school district's 24 campuses are involved in the experiment, but each has three or four mini-schools within its walls.

The mini-schools vary from strictly traditional to a half work, half study program for seventh graders. They were designed over the summer by teachers and parents working without pay.

Since principals can spend the voucher money as they choose, after meeting basic state requirements, they decided to pool some money to buy a bus. Each school gets the bus about once a week to use for field trips, something Alum Rock classes were able to have only about once a year before. Several of the mini-schools bought another bus which they use to transport their pupils between classes and their half-day jobs.

The Alum Rock taxpayers pay for the vouchers just as they pay the costs of students in other schools. But the federal government is providing an additional $1.85 million over the next two years for the experimental program. The money is to pay for a central voucher staff, in-service training for teachers and, most important, additional costs for transporting pupils and compensatory money for low-income children.

About half the Alum Rock students in the experiment come from poor families that qualify for a free lunch program. The schools those children attend receive extra federal aid for each poor child equal to about a third of a voucher's cost. That extra aid can be used for compensatory programs for the underprivileged children.

It was this model that interested Rochester, city schools Superintendent John M. Franco said this week, because it appeared to be a way the Rochester school system could finance "alternative schools within the public school system."

The description of Rochester prepared for the Office of Economic Opportunity says "a number of parents and community groups are presently seeking various educational reforms which the school system cannot provide simultaneously."

The school district pointed out that some parents preferred separate primary and intermediate elementary schools that were initiated under school reorganization.

Others wanted the more traditional kindergarten through sixth grade schools. The Spanish community has been requesting a bilingual school, blacks have been requesting schools "relevant to their existence in the ghetto" and some parents, the proposal said, want to expand the urban-suburban transfer program.

With increased financial pressures here, the school board last spring said it would have to drop three already existing alternative schools next year unless outside funding could be found. These schools are the Interim Junior High, World of Inquiry and School Without Walls.

If the U.S. Office of Economic Opportunity agreed to finance a voucher system here next year, at least the World of Inquiry and probably the Interim Junior High would be included, Phale Hale, who is heading the local program said. The governmental agency has been reluctant to finance a senior high school voucher plan because of the increased costs, so the School Without Walls may not be included in any initial experiment here.

Democrat and Chronicle
October 8, 1972

---

# Will Instruction Improve?

By KATHY O'TOOLE

Will Johnny get more and better books, field trips and music and art teachers or, will he primarily get more administrators looking after him and his parents if the Rochester Board of Education adopts a voucher system.

The Rochester Teachers Association said yesterday that Johnny will really be getting very little in the way of improved instruction. The Office of Economic Opportunity, which would finance the whole project, maintains, however, that it will be pouring money into Johnny's school for instruction—not into more bureaucracy.

Both sides are basing their statements on a set of budget figures from a small school district in California. They just interpret the figures differently.

The Alum Rock School District in San Jose, Calif., has received $1.8 million for two years to finance a voucher experiment.

Office of Economic Opportunity staff and the director of that voucher project say about 75 per cent of the money is going to improve the schools' instructional programs. The Rochester Teachers Association president, David A. Glossner, says, on the other hand, that about 26 per cent of the money is being used for administrative expenses and evaluation expenses that do little to improve children's education.

"It depends on how you want to categorize each budget item," said Joel Levin, director of San Jose's voucher project. Levin considers those dollars spent on training teachers as instructional improvements, not administrative costs.

Likewise, he says, funds spent to hire an extra assistant principal for each school are directly related to instruction. He doesn't count the contingency fund as an administrative cost, as Glossner does, either. And "parent counsellors" who will help explain the program to parents, Levin said, may not be a directly instructional expense but it is not administrative, either.

The largest chunk of money—more than $1 million in Alum Rock—from the anti-poverty agency is given to supplement the vouchers of children from low-income families. This money even the Rochester Teachers Association hasn't called "administrative."

This is the money that is most directly related to Johnny's classroom. But according to the guidelines of a voucher system, Johnny's parents, teachers and principal decide how to spend it. It can buy more field trips, instructional materials, additional teachers, counsellors, psychologists or administrators, depending upon how the parents, teachers and principal of a school decide to spend it.

In Alum Rock, only $1.8 million for two years is at stake. In Rochester, it is expected that $3 to $5 million a year will be obtained from the federal agency if the board adopts the plan.

"We won't be interested if 75 per cent of the money doesn't go to instruction," said Commissioner Joseph Farbo yesterday.

But whether everyone will be able to agree on what exactly instruction is in the Rochester budget won't be known until a specific budget is prepared, probably not until February at the earliest and then only if the school board approves the plan.

Democrat and Chronicle
December 14, 1972

---

The New York Teacher
November 26, 1972

ROCHESTER, N.Y. — Rochester teachers last week launched an all-out fight against a federal voucher plan that "gravely threatens" public school education in this third largest city in the state.

"The voucher plan being proposed here would polarize the races, buttress private schools at the expense of public education, and could in fact destroy public schools," warned Dave Glossner, president of the Rochester Teachers Association, following a vote by the RTA's Delegate Assembly to oppose the voucher plan. "The plan gravely threatens our public schools."

The Delegate Assembly, comprised of the RTA's more than 100 building representatives, voted at their regular meeting last Tuesday night, Nov. 21, to "oppose the Education Voucher System as proposed by OEO (Office of Economic Opportunity) and urge that successful special education programs such as the World of Inquiry and open enrollment programs as well as other innovative programs be expanded."

The World of Inquiry School and two other alternative schools offer special programs attended by a balanced cross-section of Rochester's mixed (racial and ethnic) student population. Because of budget problems, the three "alternative" schools are scheduled for suspension at the end of this school year.

But dangled before Rochester taxpayers by the OEO is a carrot of $5-million a year, supposedly on top of existing funds, if the school board decides to go ahead with the voucher plan. The plan would affect 5,000-10,000 of Rochester's 40,000 students, allowing parents in a not-yet designated area to receive vouchers, which they would then turn in to "alternative" schools of their own choice and design.

The school board is now conducting a feasibility study financed by the OEO through a grant of $126,000. The board will decide in January if it will go ahead with the voucher plan.

The RTA points out, though, that the $5-million is "illusory."

"Under the plan, any group can create a school of its own design," notes Glossner. "What would prevent wealthy parents who now send their children to private schools from converting those private schools into quasi-public schools for the purpose of obtaining voucher money? If that occurs—and it probably will—we are talking about a million-dollar windfall for private schools at the cost of the taxpayer and the public schools."

The RTA president pointed out that the voucher plan would also add a "whole new bureaucracy of administrative people that would cost in salaries alone tens of thousands of dollars. Add to this the cost of additional busing and you have hundreds of thousands of dollars more sliced out of the supposed $5-million. Nobody knows how much will actually be left for program."

Glossner noted that the OEO is "in trouble," with only one other district in the nation having accepted the voucher plan—Alum Rock in California. "The OEO is fighting for its life in competition for federal funds. They need another project, and they happened to pick Rochester."

The RTA president said the voucher plan "panders to the separatist mood of Rochester at this time."

"People here are already talking about how they can create their own all-black schools and all-white schools and all-middle class schools under the voucher plan. While the plan ostensibly gives parents free choice for program alternatives, it actually gives them free choice to segregate their schools, thus destroying the fundamental concept of public schools as instruments of understanding in a pluralistic society."

Glossner met with a team of representatives from the National Education Association and the New York State United Teachers on Tuesday afternoon at the RTA office, prior to the Delegate Assembly meeting that night. Both the NEA and NYSUT strongly oppose voucher plans, with opposition reflected in resolutions of their own delegate bodies.

NYSUT representatives at the meeting included Vice Presidents Toni Cortese and Dan Sanders, Rochester Service Center Coordinator Robert Paliwodzinski, UniServ Rep Evelyn Hartman, Robert I. Allen, assistant director for field services administration, and James Shea, director of research.

NEA representatives were Rudy Lawton, director of NEA's East Coast Regional Office, and Jean Flanigan of NEA's research division.

The NYSUT and NEA representatives attended the RTA Delegate Assembly meeting and served as a resource panel to answer questions on implications of the voucher plan.

NYSUT Vice-president Sanders told the RTA building representatives that "you are the bargaining agent for the city's teachers, and for that reason the board of education should not even consider approval of the voucher plan for Rochester until all of your members have had a chance to vote on whether you will accept such a plan."

Glossner stressed the "calculated timing" of the OEO project. "We begin bargaining for a new contract in February, but the board will decide in January on the voucher plan, so they'll be able to hand us pre-established federal guidelines that will affect our terms and conditions of employment."

The plan for Rochester is being put together by a group called the Schools Alternative Study Committee headed by Phale Hale, who formerly headed Rochester's Community Schools Council. The group, appointed by the superintendent, is paid out of the $126,000 supplied by the OEO during the study period.

Sanders told the RTA building reps that "the technique is a classic one, a set-up. The OEO hand-picks its own proponents and pays them to come up with an 'impartial' report. Naturally, they're going to favor the voucher plan."

Although the Delegate Assembly vote to oppose the voucher plan was overwhelming, some members voiced objections to the "one-sidedness" of the NEA/NYSUT resource panel viewpoint, to the "lack of prior information" about details of the voucher plan, and to the "haste" of the vote.

Glossner noted that proponents of the plan, backed by OEO funds, were generating "masses of pro-voucher system material" and that his invitation to NEA and NYSUT representatives was aimed "at getting the other side of the picture from our own teacher representatives at the state and national level."

Noting that the Board will make its decision in January, Glossner said, "The timing does not allow us to go another month to decide whether we should oppose the plan. We need every moment we can get during the next few weeks to mount a drive against this threat."

Esther Connelly, one of three RTA representatives on the Study Committee, responded to the charge that the RTA had not provided teachers with details of the plan. "We ask questions but get no definite answers. You know as much as we do about the details of the plan."

BEST COPY AVAILABLE

# Rochester voucher proposal analyzed by NYSUT leader

*ROCHESTER—Following an extensive series of conferences and meetings with the leadership of the Rochester Teachers Association, Dan Sanders, assistant to the NYSUT co-president, has developed, together with the RTA, a comprehensive analysis and critique of the voucher plan threatening the public school system in Rochester.*

## Overview

The *Draft Proposal* for a voucher system in the City of Rochester calls for a demonstration of a voucher system for a period of five to seven years. The recommendation of the committee in the *Overview* states that "if the Board of Education decides to proceed, it would request funding for five to seven years in order to insure the District against any possible disruptions resulting from policy decisions at the federal level." Such a statement is misleading for no federal funding is ever granted for such a long period of time. The reality is that federal funding is normally given for a one or two year period — appropriations of this type are rarely if ever made beyond a Congressional term (two years).

In the *Overview*, eight items are mentioned which "require further study," and do not appear in the draft proposal. All of these items carry tremendous implications and would require detailed analyses and scrutiny if a voucher plan were to be undertaken. The unanswered questions include: which students would be affected by the program and which would not; whether Title I services would be granted in addition to the OEO funds; guidelines for new independent schools; and whether or not such a plan would involve suburban districts along with Rochester.

## General objectives

Goals of the voucher system are listed in the proposal as:

"1. To increase parental satisfaction with the public school system by allowing parents to choose the type of school they feel will best meet their children's needs.

"2. To improve the quality of education by giving teachers additional flexibility and resources to develop educational programs around their particular skills and the needs of their pupils."

*It is interesting to note, however, that both of these goals could be met without a voucher system.* Open enrollment programs would and do allow parents to choose which school their child should attend. The quality of education could very well be improved by the Board of Education, in cooperation with the professional staff, developing new and innovative types of school programs, or "alternative schools" within the basic school system and without the structure of federal control. It is an incontrovertible fact that the voucher plan is completely and totally irrelevant to the goals which are listed in the Draft Proposal.

## Main features of the model

The section of the proposal entitled, *Main Features of the Model*, makes no provision for the special needs of children such as those with specific learning handicaps, physically handicapped children, brain-injured children, children with mentally retarded development, etc. No cost factor is assigned to help these children with special needs. There might be a dozen brain-injured children in a school, but no provision has been made for supplemental funds for them, nor is any provision made to provide decent facilities for children needing special education in regular school setting.

The report states that "Students currently enrolled and their incoming brothers and sisters would be guaranteed the right to remain in the public school they now attend." This statement, designed to allay parental fears, is virtually impossible to implement, for how could 200 or 300 students and their incoming families continue in a public school if a large number of students from their school chose different schools. Would the school system pay the heating bill and expenses of operating a huge three-story building if only the first floor were occupied once the federal government ends the experiment and stops footing the bill?

Item 6 talks about the OEO providing "reasonable funding for each school to develop its program." But development money is one thing, and money to run a program is another! If a participating public school develops a program which would be slightly more expensive but much more beneficial for children there is absolutely no provision in the budget beyond the voucher, so that all the innovation that takes place in any school is based upon keeping costs down, enrichment down, individual instruction down, innovation, giving the *appearance* of progress rather than the *reality*.

Item 7 states that new schools might be set up by individuals, groups of parents, etc. (for a start up in September 1973). Can the author(s) of this proposal be serious in stating that within *one-half* school year a meaningful school program can be developed and can attract large numbers of children to it?

Item 9 creates a new bureaucracy of paid employees called "community counsellors." These community counsellors are the salesmen and public relations men who try to convince parents to send their child to one school or another. They are the educational hucksters in the OEO plan who are on the federal payroll to assure "grass roots" support.

Item 10 deals with a "representative committee" to advise the board relating to the demonstration, but no effort is made to define what a representative committee is and how such a committee is chosen.

Item 11 deals with the evaluation of the demonstration and makes clear that the OEO, which is pushing the voucher experiment, and the Board, which would endorse it, would be the ones making the evaluation. *In other words, those who have committed themselves to the voucher plan would evaluate their own judgment—a clear and obvious conflict of interest.*

Item 12 makes clear that parents really do not have the opportunity to pick their own schools except for "vacancies" because the school would be able to decide by a "lottery" which students would attend from those applying. *This is no more than "open enrollment" where vacancies are available!*

## Operations

It is very clear that the objective of the voucher plan is to keep costs down rather than raise the quality of education. If research proved that a program could be developed which would have tremendous success in raising reading scores, it could not be put into effect if the costs were above the amount of money allotted to the vouchers, which would be no more than the costs "in the previous school year at the elementary level with an additional amount to reflect rises in the cost of living." *Ironically, in an effort to innovate cheaply, the federal government will put in approximately $5 million to duplicate certain services.*

"On the other hand, central functions such as psychological services, curriculum coordination and audio-visual materials, should and would be purchased at the discretion of the individual schools. In the event that the central office personnel associated with providing these services were not utilized adequately by the schools, the District would lose the funds to pay their salaries. Since we are obligated to protect central office personnel during the demonstration, we can 'voucherize' these central services only if OEO guarantees reimbursement for any losses incurred through this aspect of the program."

*Of course, when the federal government fails to renew the funds, the school system would be left with duplicate personnel in many categories and the choice of firings or a tremendous tax rise.*

It is noted in this section that " only public schools will be eligible to participate in the demonstration."

However, in the section *New Schools*, it is pointed out that new private schools could be established and used ("quasi-public schools" through legal agreements with the Board of Education). While new schools must be approved in accordance with "guidelines," no guidelines are offered in the report and federal money would be used to start up these new schools, including money to lease a school site. OEO, it is pointed out, is expected to pay reasonable rent and renovation costs for outside facilities, *but what happens when the federal money is withdrawn after the experimental period, in two or four years, and there are 12 or 14 additional schools with the rent and other expenses that each of them entail?*

## Transportation

In this section, the report says that the federal government would pay the additional transportation for the time of the experiment—a highly expensive proposition because in a school of 300, suppose 150 students decided to go to different schools. 15 of them might want to go to one school, and another 15 to another school. Ten vehicles would be required on a daily basis just to move 150 students from one school to ten different schools. Multiply that by all of the schools in the Rochester school district! *After these students have attended their new schools for a year, or two or three or four, and the experiment is ended, the school district would be forced to move everybody back to their original school or take on this staggering transportation cost.*

By the way, think of the job each year of figuring *who goes in what bus* when students have a chance to change their schools every year. And think of the instability which can result from shuttling students back and forth among schools.

## Counselling and information dissemination

This section was designed to insure community support for this program by giving local people jobs in the program. Again, the federal government would pay for these jobs in the beginning for the experiment (as federal funds are granted only for a period of one to two years). After that the school district would have scores of "information specialists," on the payroll—unless they abandon the program.

## Admissions

This section points out that if a good school is "over-applied," steps will be taken to try to increase its size through "mobile classrooms, classes in other buildings, etc."

*This does not sound like bold innovative education, but rather patchwork education. Again, through such a program, many buildings would be half empty, while others would have to add mobile classrooms.*

(Continued on next page)

# NYSUT leader examines Rochester voucher proposal in depth

(Continued from previous page)

The section on *Integration* receives scant treatment. It merely states that the Board would take "corrective action" if the schools become further segregated. No amplification is given as to what "corrective action" is.

In the section on *Transfers*, the makers of this proposal make the unbelievable statement that "it is probable that school population would be more stable under a voucher system." Such a statement is patently ridiculous. How could stability of student population exist when scores of people on the public payroll are running all over town explaining the virtues of one school against another?

## Administration

In this section an Advisory Committee would be created which would put tremendous public pressure on the board to become a rubber stamp by making policy recommendations to the Rochester School Board regarding the administration of the voucher plan. The proposal on staff structure in this section would create a large additional administrative bureaucracy for the school district.

## Teacher rights

This section states that teachers would have their rights under state law and Rochester Board of Education policy, but then goes on to talk about displaced certified employees and teacher contract buy-up, and then discusses the "extreme case that there is no position available" for a teacher who is displaced.

The proposal mentions the existing teacher contracts, but the federal guidelines that are created by an OEO-School District Plan may very well make a fair and equitable teacher contract most difficult to negotiate for next fall—provoking needless conflict and possible serious confrontation.

BEST COPY AVAILABLE

# Rochester TA digs in for voucher battle

Dave Glossner, RTA president, speaks about the proposed voucher plan during the recent RTA Delegate Assembly meeting.

ROCHESTER, N.Y.—The Rochester Teachers Association is moving to implement the action of its Delegate Assembly, which voted on November 21 to "oppose the Education Voucher as proposed by OEO" for the city of Rochester.

RTA's Executive Council met on Tuesday, November 28, to formulate plans for a massive campaign in opposition to the OEO plan.

Dave Glossner, president of the RTA, calls the proposed voucher plan, in which parents would be given vouchers to carry to schools of their own choice and design "a grave threat to public education in this city."

Glossner charged that the voucher plan would provide a "million-dollar windfall" for private schools.

"What would prevent wealthy parents who now send their children to private schools from converting those schools into quasi-public schools for the purpose of obtaining voucher money?" Glossner said. "If that occurs—and it probably will—we are talking about a million-dollar windfall for private schools at the cost of the taxpayer and the public schools."

In a late-breaking development, the Brookings Urban Policy Conference in Rochester was reported by the Rochester *Democrat-Chronicle* to have announced a position in favor of "full implementation of the voucher system," one that would include public and parochial schools.

*Democrat-Chronicle* reporter Kathy O'Toole wrote: "The inclusion of private and parochial schools in the Task Force (Brookings Conference) recommendations gives weight to the RTA argument against the city voucher proposals. The union claims the system would eventually lead to the funneling of public monies into parochial school systems."

Glossner also charged that the voucher plan "panders to the separatist mood of Rochester at this time."

"People here are already talking about how they can create their own all-black schools and all-white schools and all-middle class schools under the voucher plan," Glossner said.

NYSUT and NEA staff flew to Rochester on the day of the RTA Delegate Assembly meeting. NYSUT Vice Presidents Dan Sanders and Toni Cortese, and NEA East Coast Regional Coordinator Rudy Lawton, conferred with Glossner and other RTA leaders and staff, and then appeared as a resource panel at the Delegate Assembly meeting.

The NYSUT and NEA leaders urged strong opposition to the plan and promised assistance to the RTA in its campaign against the voucher system.

NYSUT Co-President Thomas Hobart, in his "Where We Stand" column in last week's NEW YORK TEACHER, wrote that Rochester's "current program is designed to bring children *together*; the voucher plan would drive them *apart*."

Hobart added: "We stand solidly behind our Rochester teachers in their fight, which is a fight for all of us."

On Tuesday, November 28, NYSUT Vice President Dan Sanders, returned to Rochester for consultations with Rochester Teachers Association leaders. David Ford, NYSUT public relations man also was in Rochester last week to assist the RTA in developing a comprehensive public relations campaign concerning the voucher proposals.

Jim Shea, NYSUT director of research, Toni Cortese, NYSUT Vice-president and Jean Flanigan of NEA's research division serve as resource panel members at the Rochester meeting.

New York Teacher
December 3, 1972

---

# Voucher proposal defeated in Rochester

ROCHESTER, N.Y.—The Rochester Teachers Association has won its ten-week-long, uphill battle against the Office of Economic Opportunity, turning back a voucher plan the OEO had hoped to implement in Rochester.

The Rochester Board of Education, citing community opposition to the voucher proposal, voted down the plan at its meeting on Thursday evening, Feb. 1.

The Board's vote represented a smashing victory for the RTA, which had mounted an intensive city-wide campaign to expose the racial polarization and the buttressing of nonpublic schools with public funds that would have grown out of implementation of vouchers.

Board members Lewis Bianchi, Dorothy B. Phillips and Joseph Farbo said killing the possibility of the voucher program ended only one threat to change in the school system. The city still faces the possibility of large spending cutbacks which could change schools. Rochester also faces the possibility that federal courts will rule the school board must racially balance schools.

"People in this city have such terrible war nerves right now," said Mrs. Phillips. "You can't forget that the U.S. Supreme Court and Judge Henderson are still deciding the school desegregation issue," she told the *Rochester Democrat Chronicle*.

The Board back on Jan. 22 informally rejected a watered-down voucher study proposal that Superintendent John M. Franco said he prepared after it became "obvious" the board would not support his earlier recommendation.

The earlier recommendation had been for a year-long federally funded study and planning period.

Franco's alternative recommendation would have allowed central office administrators to explore ways of adapting the voucher idea to an "expansion of the school district's city wide open enrollment program."

RTA President Dave Glossner, in a statement on Feb. 2, said that "the voucher issue was one of the most significant ever faced by the Association."

"It had serious implications for public education not only in Rochester but throughout the country," he noted. "Its defeat is important to the future of public education in America."

Glossner praised NYSUT for the state organization's assistance to his local during the campaign against the voucher plan.

He noted that NYSUT Vice Presidents Dan Sanders and Toni Cortese had been instrumental in launching the RTA campaign by participation at an RTA Delegate Assembly meeting in November that voted to oppose the voucher plan. Glossner said, "NYSUT's help from that starting point was continuous and extensive."

Aid to the RTA included public relations assistance provided by UTNY PR specialists Dave Ford and Fred Lambert. NYSUT Vice President Dan Sanders also accompanied RTA leaders to Alum Rock, California, for a first-hand look at the only other voucher plan in operation in the nation.

Sanders' analysis of the Alum Rock plan proved valuable in the RTA's community campaign.

Also assisting the RTA were NEA research and public relations staff members.

Another major factor in the RTA victory was the support of AFL-CIO unions in Rochester and Monroe County.

At a meeting on Jan. 11, the Rochester, New York, and Vicinity Labor Council, AFL-CIO, representing more than 55,000 members of more than 100 AFL-CIO unions in and around Rochester, adopted a motion supporting Rochester teachers in the voucher plan controversy. The Council communicated that motion to the Board of Education.

In addition to gaining support from the AFL-CIO area labor council, the RTA also solicited and gained support from the Monroe County Presidents Council, from Monroe County PEARL (Public Education and Religious Liberty Coalition), and from the Rochester Chapter of Americans United for Separation of Church and State.

The RTA also met with Congressman Frank Horton in January to seek support in their fight against the OEO project, which would have affected 8,000 children in 14 of the City's schools.

Glossner told the Rochester Board of Education at its Feb. 1 meeting that because of the "opposition and the sentiment of large numbers of parents and teachers throughout the district, it behooves the Board to reject completely any further consideration of such a plan."

NYSUT Co-presidents Tom Hobart and Al Shanker congratulated the RTA this week on its victory. Hobart said, "The RTA has won a victory for all teachers and all students. The fight in Rochester was a fight for public education everywhere."

The New York Teacher

February 11, 1973

BEST COPY AVAILABLE

# School 'Voucher System' Would Work This Way

By JOHN MACRACKEN

They could pass in the mail looking like stock certificates or savings bonds.

But vouchers — which the City School District may use experimentally next year — are really tickets for parents to select a public school for their children regardless of attendance boundary lines.

The scheme would work this way:

Vouchers are written to represent the yearly cost of educating a child in any city public school. Parents living in a [illegible] to be designated voucher [illegible] zone could then use the vouchers to enroll their children in any of the participating voucher schools.

Such a system is aimed primarily at giving parents, particularly poor and middle income ones, more control over their children's education.

In effect, vouchers would force public schools to compete for students and improve their programs. Each school's budget would be determined by the number of vouchers received and not by a school district administrator charged with dividing up school funds.

A $122,000 federal study of how vouchers would work here has been underway since September.

### Report Due

The board expects a final report soon. It will decide after that whether to apply for another federal grant to conduct a voucher experiment beginning next fall.

**How did the City School District become interested in vouchers?**

The idea originated from within the Community School Councils — parent advisory boards for several inner city schools. Councils' staff was intrigued with a voucher proposal developed for the U.S. Office of Economic Opportunity (OEO) by the Center for the Study of Public Policy at Cambridge, Mass., and asked school administrators to look it over.

In doing so, school district staff saw a possibility of serving the district's three alternative schools (World of Inquiry, Interim Junior High and School Without Walls) with some of the federal funds received for testing the voucher proposal.

**If the voucher plan here is to be an experiment, which children will be involved?**

So far, the school alternatives study staff has talked about involving 15,000 children in kindergarten through the eighth grade — roughly 40 per cent of the city's elementary school enrollment. But the participating schools haven't been selected yet.

The voucher target area does not have to be completely contiguous geographically. But government guidelines stipulate that the area must have a population that is racially, ethnically and economically mixed.

Parents, students and faculties of chosen schools must also want to participate in the voucher plan.

### Many Applicants

**What happens if there isn't enough room in a particular voucher school for all the children who want to enroll there?**

If there are too many applicants for the available spaces, voucher schools will first enroll pupils who had been attending the school and there younger brothers or sisters who are entering school for the first time. The remaining places would be filled on an impartial basis, perhaps a lottery. No school may discriminate against pupils (or teachers) on the basis of race, religion, economic status, national origin, sex, ability, etc.

**Suppose a child isn't picked in the lottery? What does he do then?**

Each voucher student and his parents will have made first, second and third choices of schools based on information they receive about different schools and varying programs within each voucher school. If a pupil doesn't get his first choice school, he will be referred to second choice and then to third choice. It is not expected that many will have to resort to a third choice.

**Suppose some parents aren't happy with the available choices?**

The voucher plan permits them to establish their own "public schools" through a legal agreement with the Board of Education. The school board would ultimately be responsible for the schools but could delegate some responsibilities to parent advisory boards in the manner that is now done with the parent boards at the World of Inquiry School and the Interim Junior High School.

**How does the district compute the value of the basic voucher — or the yearly cost of educating a child in the city public school?**

### Method Proposed

One method already proposed is to divide each of the total elementary and junior high budgets during the preceding school year by the average daily attendance. The budget figure would exclude most central administration services, pupil transportation, plant maintenance and other items that don't relate to instruction. The basic voucher would also reflect projected increases in the cost of living.

**How will voucher schools use the supplemental voucher money?**

Improvements purchased with supplemental vouchers can be used to benefit all of the children in a voucher school.

**Will the school identify recipients of supplemental vouchers?**

They will be identified only for record keeping purposes. They will not be identified publicly.

**Isn't the voucher system just a different method of using school funds?**

Yes, but with one fundamental difference. The central school administration will have less control over each school's budget not only for instruction but also for such services as counseling, curriculum development, psychological testing and guidance and purchasing.

### Total Budget

Each school's total budget will be determined by the number of vouchers received. But parents could also decide which services they want their vouchers to buy from central administration. Ideally, they might be able to decide to hire guidance counselors or buy materials from an outside agency if they felt the school district's to be inefficient or inappropriate for their school.

**Since most city schools offer the same basic program now, how will different schools or programs develop? And how will schools know what programs are most appealing to parents?**

Once it is decided to adopt a voucher system, parents and faculties would each develop proposals and exchange them for study. They would then meet together and mutually agree on what teaching style or emphasis their school is to adopt.

Schools could decide to adopt one teaching method — open classroom or traditional methods — throughout the entire building. Or they could subdivide themselves into "mini-schools" each offering something different. One mini-school might be oriented to language arts, another to fine arts.

**Who will pay for the additional costs incurred by the district in operating the voucher plan?**

The extra costs including those for administrative staff will be financed through the OEO grant received by the district to conduct the voucher experiment.

**Won't the "freedom of choice" concept in the voucher plan lead to greater racial segregation in city schools?**

It's theoretically possible if parents use race and economics as the basis for selecting schools. But the anti-discrimination safeguards built into the voucher proposal are designed to prevent that from happening, according to the voucher study staff.

### Parents Concern

The staff believes that vouchers might lead to a decrease in racial imbalance on the grounds that parents really are concerned more about a school's academic rating than they are about its racial and economic makeup.

**Suppose voucher schools do become increasingly segregated?**

The school board could correct the situation by "adjusting voucher admissions policy," according to the voucher plan proposal.

Class at Franklin High School

Times-Union
January [illegible], 1973

---

# Teachers' Unit Opposes School Voucher Plans

By KATHY O'TOOLE

The Rochester Teachers Association's policy-making body voted in a closed meeting yesterday to oppose an educational voucher system for the City School District, the association's president said.

Several teacher-delegates, however, said last night that the national, state and local union leaders "pushed" the policy through without giving the delegates information on the specific Rochester voucher proposal. The majority voted for the policy however.

"I am not for or against the voucher system, but the panel and information presented to us was one-sided and I resent being told what's good for us," said Adam Urbanski, a union delegate from Benjamin Franklin Senior High School.

The group's president, David A. Glossner, said last night that the leadership did not invite voucher proponents to the meeting because "they've got the money to spend on public materials so we had to distribute our side."

The voucher system under study here is called the Rochester Alternative Schools Study. With a $120,000 federal grant, the district is exploring the possibility of giving the parents of 11,000 city children vouchers worth the same amount spent on pupils district-wide.

The parents could then take the vouchers to the public school of their choice and enroll their child. "Poor" children would be given vouchers with added value. The Office of Economic Opportunity would provide the extra funds.

The policy passed by the teachers' union yesterday says that "The RTA opposes the educational voucher system proposed by the Office of Economic Opportunity and urges that specific educational programs such as the World of Inquiry School, open enrollment and various other alternatives" "be expanded" instead.

A panel of national, state and local union leaders presented views on the voucher system yesterday to the teacher assembly of about 100 delegates. Glossner said most concern was generated around the possibility that vouchers could "provide a million-dollar windfall for private schools."

The study's director, Thale D. Hale, called the statement "out and out fabrication. We are only proposing a voucher system that would be entirely public."

Glossner said the proposal would "make it possible for private schools here, such as Allendale and Harley School, to operate their schools with public funds."

"The taxpayers would then be educating more pupils and in schools not under the school board's control," he said.

Hale said last night that the only way private non-religious schools would get public funds under the proposal is to agree to become fully public schools. "They would have to open up their enrollment to all city students, charge no tuition and abide by school board policies and state laws.

"I doubt any existing private schools would even try to join the public system," he said, "because they couldn't provide the same programs with the same per-pupil cost as public schools."

The contention that teachers would be more accountable to parents if parents could choose their schools "was not an important consideration in our decision," Glossner said last night.

At a public meeting on the voucher system Monday night, a representative of the union's voucher committee, Martha Keating, said: "We see accountability for school programs and teachers in the voucher system. We would wonder where is the central administration's accountability in such a plan.

"The teachers voting last night didn't really know what they were voting on. The union panel only gave their

Please turn page

## VOUCHER PLAN

From 1B

views and basically talked in generalities," said one union member who refused to be identified because he holds an appointed union position.

Hale said last night that the school district's staff will try to provide detailed information on the study to teachers during their planning time a week from today. Channel 21 will carry a program on the study that teachers will watch in school Nov. 29, he said.

"The teachers association has had access to all information we have because they have three representatives on the study's advisory committee. But we want all teachers to be informed of the study so they can make recommendations for modifications," Hale said.

"The teachers would still like to play a more important role in developing alternative education programs," Glossner said, "but we don't think a voucher system is the way to do it."

Democrat and Chronicle
November 21, 1972

---

# Vouchers Loom as Contract Snag

The Rochester teachers' union and the city school board already are laying the groundwork for the upcoming battle over a 1973-74 teachers' contract.

Both sides admit they expect the battle to be tedious and drawn out, and the union says it will be even more heated if the board agrees to a voucher experiment.

The union, the Rochester Teachers Association, has publicly attacked the voucher study now under way, but its leaders have not yet stressed the possible threat they feel it poses to teachers' rights.

Vouchers are pieces of paper the school district would issue to parents, allowing them to "shop around" for schools. The vouchers could be spent "like money" to enroll children in the schools parents choose. The experiment would be federally funded.

The proposal, union leaders say, leaves many unanswered questions about how teachers will be evaluated, transferred and trained under the new system. It could mean increased parental pressures on teachers also, they say.

The union has been asked to propose guidelines on how it would like to see existing teacher rights guaranteed under a voucher system.

Union officials so far, however, have decided to leave those guidelines for contract negotiating.

The staff studying the voucher proposal, however, says it wants to work with the union now to solve any teacher rights questions before contract negotiations begin.

Whatever the outcome of the voucher study, salary will not be the most difficult issue to settle in contract negotiations," said Robert Pailwodzinski, regional coordinator of the New York State United Teachers Association.

The major priorities for Rochester teachers this year, union leaders say, will be class size, in-service training and the conversion to independent instruction.

The school board has been gearing up for debate on any issue by calling a number of public and press meetings to explain the school district's serious financial crisis.

School administrators have been saying they may have to cut high school course electives, pre-school programs and mental health services because of a building deficit and rising costs.

The union plans to win public sympathy, also by capitalizing on what it says is a "public outcry" for some stability in the schools after the "past few years of change."

They will try to point out that class size has been increasing at the same time that teachers have been directed to switch from traditional to individualized instruction. Teachers and students have been shifted from school to school under school reorganization and re-reorganization this year, they will say, without enough preparation.

"Teachers and students cannot exist long under these conditions," O'Keefe said. "The last thing we need is the voucher experiment — another change."

"What we need is smaller class size to individualize instruction. Teachers have been crying out for more help and time to plan for the changing instructional program."

## City teachers question evaluation under new system

Democrat and Chronicle
December [illegible], 1972

BEST COPY AVAILABLE

# Principals: Delay Voucher Plan

The city's elementary school principals have recommended against the school district trying to start a voucher experiment in elementary schools here next fall.

Robert M. Santangelo, principal of School 41 and chairman of the Rochester Council of Elementary Leadership, said the principals' organization "felt there is much to be studied yet and this is too important to make a decision for September, 1973."

The council has asked to meet with the Rochester School Board to discuss the voucher study now underway before the board decides whether to try a voucher experiment here. The board is expected to make that decision early next month.

Santangelo said the principals aren't opposed to the voucher experiment at this time. But, he said, principals want more study of the concept and think schools will need more than just one summer to prepare for any changes.

The voucher experiment, if adopted, would affect about 10,000 of the city's elementary and junior high pupils. It would be funded by the Office of Economic Opportunity.

Parents of these pupils would get vouchers which they could "spend" at a number of public schools with different educational programs. The basic voucher would represent the cost of educating one child for one year now, but federal dollars would be used to supplement the vouchers of economically and educationally disadvantaged children. The experiment has been tried so far in only a smaller California school district.

Administrators won't say yet whether they will recommend that the board try the experiment next fall. Several other school districts which have done similar studies have asked for extensions of the study before making a final decision. Some have rejected it after the initial study period.

The Rochester Teachers Association, which has taken a stand against a voucher experiment, "would not like to see the decision put off," said the association's president David A. Glossner. "The study has taken time and energy away from the school district's budgetary problems." He said the teachers' organization wants the voucher study rejected now. "Otherwise, we'll have another hectic year."

Democrat and Chronicle
January 13, 1973

---

# Voucher Plan Delay Expected

City Board of Education members indicated yesterday they will go along with the school district's administration by not trying to start a voucher plan this fall.

But the Rochester Schools Alternative Schools Study and Superintendent John M. Franco recommended also that the district begin planning so it can try out vouchers in 1974-75. Board members were not willing yesterday to commit themselves to accepting that recommendation also because of present community and teacher opposition to the voucher concept.

Under a voucher system, parents of pupils would get vouchers or tickets which they could take to the public school of their choice. They could choose, the study says, between various kinds of schools with different emphasis.

The tentative area picked by the study staff covers elementary Schools 1, 2, 3, 4, 8, 14, 16, 23, 29, 37, 44, 46, 52 and 58.

About 7,500 children through grade six in those areas would get the vouchers. Junior high pupils may be included too but that is under further study in connection with the school district's application for federal money under the Emergency School Aid Act.

By indicating their intent to start a voucher experiment in 1974, the school district can get about $1.4 million from the Office of Economic Opportunity to plan the experiment. The three-and-a-half month feasibility study just completed was financed with $122,000 from the same federal government office.

Board President Frank V. Ciaccia asked whether the board could accept the additional planning funds and still reject the experiment before the fall of 1974. Phale D. Hale, the study's director said the Office of Economic Opportunity wanted a "commitment" to the experiment but added that the board always has a legal right to change its policy.

Board members Elizabeth N. Farley and Joseph Farbo said they didn't want to accept the money unless they were sure the board would try the experiment in 1974.

A survey of teachers and administrators conducted by Legge Associates, Inc., showed that they were generally opposed to the plan. A majority of surveyed parents didn't indicate they wanted change. The researchers also pointed out that "knowledge of educational vouchers was limited. Misconceptions were frequent."

Democrat and Chronicle
January 17, 1973

---

## City Schools

# Voucher Plan Killed for Now

By KATHY O'TOOLE

The City Board of Education yesterday diagnosed Rochester as having an abnormal case of fatigue and distrust. Then the board prescribed rest from any major educational change at least through the 1973-74 school year.

The prerequisite to providing that rest, the majority said at a study session, was to refuse to study a school voucher experiment any longer. All but Joseph Farbo said they would make the delay official at the board's Feb. 1 meeting.

The voucher experiment has been studied here for four months. About 7,500 elementary school children could have chosen among a variety of school programs. The Office of Economic Opportunity said it would have provided additional funds for disadvantage children if the plan had been adopted.

Board members Lewis Bianchi, Dorothy B. Phillips and Farbo said killing the possibility of that program ended only one threat to change in the school system. The city still faces the possibility of large spending cutbacks which could change schools. Rochester also faces the possibility that federal courts will rule the school board must racially balance schools.

"People in this city have such terrible war nerves right now," said Mrs. Phillips. "You can't forget that the U.S. Supreme Court and Judge Henderson are still deciding the school desegregation issue."

School board members have said they expect U.S. District Court Judge John O. Henderson will decide whether Rochester must desegregate schools after the Supreme Court decides a similar case.

"I say the Supreme Court has enough hanging over our heads. A few years of calm with no changes is worth the $3 or $4 million to me." (Bianchi was referring to the $3 to $5 million that had been expected from the federal government for a voucher experiment.)

The board yesterday informally rejected a watered-down voucher study proposal that Superintendent John M. Franco said he prepared after it became "obvious" the board would not support his earlier recommendation.

The earlier recommendation had been for a year-long federally funded study and planning period.

Franco's alternative recommendation would have allowed central office administrators to explore ways of adapting the voucher idea to an "expansion of the school district's city wide open enrollment program."

"We doubt very much that OEO would agree," Franco said, to fund any resulting proposal, but he urged the commissioners to try the study anyway.

All but Farbo said no because they said the community was tired and distrustful of any plan related to vouchers or any more federal funds with strings attached.

Representatives of the Rochester Teachers Association and a community advisory committee to the voucher study similarly described the current attitudes of teachers, parents and students. School reorganization last school year and the overturning of it this school year had left the community skept-

Please turn to 3B

## VOUCHER PLAN

From 1B

ical of further changes, they said.

Gloria Fish, a parent who chaired the advisory committee, said it was her "personal observation in speaking with more than a hundred people over the past three months" that "no one trusts anyone in this town."

"Every segment of the community from the kids on up voiced distrust of those they viewed as more powerful . . ."

"Until this situation is changed I do not see a voucher plan working in Rochester because it requires cooperation, communication and trust."

Democrat and Chronicle
January 23, 1973

# APPENDIX J

## Statements of Support and Opposition

*Monroe Citizens for Public Education and Religious Liberty*

MCPEARL

P.O. Box 3896
Rochester, N.Y. 14610

Martha Laties
55 Dale Road East
Rochester, New York 14625
December 13, 1972

Portia Nicholson
Rochester School Alternative Study
80 Main Street West
Rochester, New York 14614

Dear Ms. Nicholson,

On December 11, a meeting of MCPEARL Board and organizational representatives discussed the public school voucher study. No one doubted that the Alternative School Proposal you are designing will apply only to schools which are truly public.

On the other hand, we have seen the State Legislature pass non-public-school aid bills year after year in nearly unanimous defiance of the provisions of the New York and United States Constitutions. PEARL has successfully challenged each of these laws, only to have the legislators pass some slightly different law giving more money to the same non-public schools.

The President and the OEO favor public support for non-public schools. The Brookings Institute study report showed that a lot of influential people in Monroe County also favor such aid.

We are simply afraid to give the pro-aid forces any kind of opening, and a public school voucher plan would be such an opening. Therefore, our meeting authorized the following statement:

MCPEARL urges the Rochester City School District to reject the voucher technique for funding public education.

Vouchers can be too easily misused to divert public funds to the support of non-public schools. The groups seeking such support have been powerful enough to secure State grants of millions of dollars despite the prohibitions of such aid in the New York and United States Constitutions and the repeated court decisions declaring the grants unconstitutional. Because of that power, the District should not begin a program which can be readily adapted to subsidize non-public schools.

Furthermore, vouchers undermine the ideals of public education. Public education is a service offered to all children, and all citizens are responsible for its quality. The distribution of vouchers suggests that the school district owes each child a sum of money rather than a good education, and encourages parents to seek excellence for their separate schools only, rather than for the system as a whole.

We urge the Alternative Study Advisory Council and staff to reject the voucher technique in their effort to bring much-needed Federal funds into the City School District and to improve the responsiveness, flexibility, and quality of education.

Sincerely yours,

Martha Laties

Martha Laties

BEST COPY AVAILABLE

*Rochester Chapter AMERICANS UNITED for Separation of Church and State*

*395 Colebrook Drive, Rochester, New York 14617*

*342-3355*
*637-3347*
*334-2989*

*OFFICERS:*

*Dr. Eric Steel*
*State University College at Brockport, President*

*Mrs. Lois Spreeue, Vice-President (Membership)*

*Rev. John W. [illegible], D.D.*
*First Universalist Church*
*Vice President (Publicity)*

*Miss Phyllis VanCise*
*Secretary*

*Robert C. Cashmore*
*Treasurer*

*DIRECTORS:*

*Dr. Frederick R. Bean*

*Elmer C. Brigham*

*Mrs. Elsie Burns*

*Willard C. Carr*

*Howard P. Caudle*

*Dr. Orlo H. Derby*
*State University College at Brockport*

*Miss Elizabeth Dixon*

*Mrs. Ruth Emerson*

*Mrs. Kate Gledhill*

*Wilbur Hermance*

*Mrs. Jean Hollands*

[illegible]

*Rev. Conrad H. Massa, Th. D.*
*Third Presbyterian Church.*

*James T. McCollum*
*Legal Advisor*

*Frederick Schmidt*

*Rabbi Aaron Soloman*
*Temple Beth David*

*Mrs. Gretchen Stewart*

*Charles H. Sumner*
*State Chairman*

*Pastor Horace E. Walsh*
*Bay Knoll Seventh Day Adventist Church*

*ADVISORY BOARD*

*Rev. Charles H. Bixby*
*West Henrietta Baptist Church*

*Eugene Emerson, M.D.*

*Rev. [illegible]*
*Geneva Baptist Church*

*Dr. Carl E. Hearn*
*University of Rochester*

*John Riley Jones, Sr.*
*Industrialist*

*Daniel B. Schuster, M.D.*
*University of Rochester*

*Rev. George H. Schroder*
*Free Methodist Church*

*Organizational connections are given for identification purposes only.*

December 16, 1972

Ms. Porter Nicholson
80 West Main Street
Rochester, N.Y.

Dear Madam:

The Board of Directors of the Rochester Chapter of Americans United for the Separation of Church and State announces its opposition to the educational voucher system proposed for the City of Rochester. Our opposition stems from concern that the voucher plan will ultimately be used, not to promote desirable diversity within the public school system, but to expand the flow of public money into the private sector of education, which is over 90% sectarian and 85% Roman Catholic. This would not only bypass the laws of New York State and demolish the wall separating Church and State. It would also prove expensive to the taxpayer. OEO and other federal moneys may seem a bonanza to local districts, but like all other handouts they come directly from the taxpayer's pocket.

The voucher theory was conceived by a Jesuit priest, Father Virgil Blum, a polemical columnist in Catholic papers. It was designed to bypass the articles in the New York State and Federal Constitutions which prohibit the use of public funds for sectarian schools. For over 16 years Blum has agitated to obtain tax support for his church's schools. Vouchers were more specifically designed and developed by the Jenks group at the Center of Public Policy at Cambridge, Mass. They have now been adopted by the Office of Economic Opportunity (OEO), which has been attempting to test the Jenks model since 1969, but which has met with considerable opposition from professional educators and teachers' unions.

The Rochester press has revealed (D&C article, Oct.8, 1972 by Kathy O'Toole) that the Rochester School District has promised in its proposal to "consider drafting legislation such as that passed in Connecticut," which is the only state where legislation has been passed allowing vouchers to include the private sector. The article also says: "OEO is hoping to run an experiment that would give vouchers to private schools..." Also, "...OEO has reserved the right to fund instead of the Rochester public schools any of our competitors that would come up with a voucher system that would aid private schools." The Brookings Urban Policy Conference in Rochester is also reported to recommend a "full voucher" concept to include private and parochial schools.

Statements by Phale Hale, director of the local voucher study, and other voucher officials have attempted to reassure people that the inclusion of parochial schools would probably be illegal and is not desired. We do not feel, however, that these few disclaimers constitute sufficient protection. The following factors lead us to believe that the voucher proposal endangers the separation of Church and State and the freedom of the individual to contribute only to the institutions of his choice:

BEST COPY AVAILABLE

1. OEO pressure to include parochial schools
2. the Nixon administration's pledge to parochiaid
3. the Rockefeller administration's pledge to parochiaid
4. the illegal parochiaid laws passed by state legislature
5. the readiness of public officials to listen to parochiaid propaganda
6. the pressures exerted by an offer of millions in federal funds
7. the dissatisfaction of some with some aspects of Rochester public educatic
8. the possible partiality of the Rochester School Board for church schools
9. the imbalance of parochiaid propaganda in the public media
10. the political pressure exerted by the parochiaid lobby.

In these circumstances even though several officials disclaim any desire to fund parochial schools, and even though the voucher plan might at the start be confined to the public system, we believe that the concept might well be used to condition the public to the funding of parochial schools later.

It is for these reasons that we consider the proposed Rochester voucher experiment as a clear and present danger to public education and religious liberty. We therefore join the Rochester Teachers Association, the New York State United Teachers, and the Monroe County Committee for Public Education and Religious Liberty (MCPEARL) in opposing the plan.

Yours sincerely,

Eric M. Steel

Eric M. Steel

UCET
United Council of Education and Taxation

January 26, 1973

Dr. John Franco, Supt.
Rochester Board of Education
13 South Fitzhugh Street
Rochester, New York 14614

Re: Alternative - Voucher Plan

Dear Dr. Franco:

After a thorough study of the Alternate - Voucher Plan, which has been presented to this community, the following are our recomendations and observations.

The "Voucher Plan," is not a new idea. Though we agree on the voucher principle, we cannot support the "Voucher Plan" which has been presented to this community.

a) The past two years has brought nothing but termoil, frustration, and violence into our schools, and the students and parents had to bear the brunt of the problem. We feel that a period of adjustment is necessary to bring stability back to our present system.

b) We feel also, that another federal beauracracy is not needed. We object to any federal control of our present school system through O.E.O., that would usurp the power and control of an elected school board, thus over ruling the mandate of the electorate within our community.

c) The proposal that schools be operated by those other than Central Office, is a threat to the Central School System. We are oppossed to any plan that will decentralize our public school system.

d) The Federal Government funding is only guaranteed for two years. In view of the fact that at the present time, our Board of Education faces a deficit of 8.1 million dollars - the risk is too great - that upon the third year, the Federal Government does

Dr. John Franco, Supt.
Re: Alternative - Voucher Plan

not fund this program, and the City of Rochester will then have to budget upwards of six million dollars in order to finance this program. This is beyond comprehension, in view of the fact that the tax payers at this time are over burdened to the breaking point.

e) We are fearful of the power of O.E.O. whereby finances can be withheld for any reason, making them the controlling body in this program. They would also have the authority to evaluate and the setting up of the guidelines. The Rochester School Board would have no dictate in our children's education, but still would be responsible, should O.E.O. lose its funding.

f) There is no assurance that accountability would be guaranteed to the parents involved in this program.

g) It is our opinion that 2½ months is not nearly time enough to present in detail this program that would attempt to redesign our present school system.

h) It is our opinion that parents lack sufficient information, time, and professional ability to make sound educational decisions in the best interest of their children. We feel education should be left up to professional educators, but that a strong communication must be created between administration and parents.

Dr. John Franco, Supt.

Re: Alternative - Voucher Plan

We therefore recommend to the Rochester School Board to reject this "VoucherPlan," in its entirety, without further postponment for further study.

This report is from the Voucher Committee of the United Council of Education, and all organizations of the Council adhere to this report.

Sincerely yours,

Ed Frederico

Ed Frederico
President

EF:jms

David C. Glossner, President
Gary Dodge, Editor

# RTA HOTLINE 482-1919

David J. O'Keefe, Executive Dir.
Evelyn L. Hartman, Ass't Exec. Dir

Vol. 4 - No. 2 Rochester Teachers Association November, 1972

## VOUCHER PLAN STUDY IN ROCHESTER

The Board of Education has authorized a study of the feasibility of implementing the voucher system in Rochester. The RTA has met twice with Mr. Phale Hale who heads the study being made. The Association has many concerns, some of which we would like to share with you.

1. Would the voucher system pass control of the schools, under the umbrella of the Board of Education, into the hands of special interest groups with control over curriculum, hiring and firing of teachers, evaluation, etc.
2. How would programing for students be different from what we are doing now? At the present time open enrollment is providing a choice of alternatives.
3. How would decisions be made in each school? Through consensus? By majority rule? By a parent board? By the principal?
4. Would teachers questioning a plan be asked to transfer out to make room for others?
5. What does such a plan do to the concept of public education if the Board of Education could easily relegate authorities and responsibilities to a "mini-type board" in each school.
6. Who is making the choice of the "target area"? If only 50% of the elementary schools can be involved and have use of the five million dollars available, isn't this discriminatory towards the other half of our student population?
7. Is this "study" in fact a study only or an attempt to implement an already pre-determined program and approach to education in Rochester?

These are only a few questions that need answering. An Ad-Hoc Voucher Committee has been appointed by the Executive Council and are busy seeking out answers to these and other questions.

In addition, the Association has contacted the Associations of systems that have turned down voucher systems in their districts -- in fact only one system, the Alum Rock system in California has implemented a voucher system as of September '72. We doubt that conclusive documentation and evidence of the benefit to education there can be available in only two months or so.

1 copy for you. :
1 copy for your :
alternate :
.................:

ROCHESTER TEACHERS ASSOCIATION
1653 Main St. E., Room 100
Rochester, N.Y. 14609

November 8, 1972

MEMO TO: Representative Assembly Members

FROM: David Glossner, President

RE: Voucher Study Plan

The Association is aware of the fact that specific teachers are being requested by the Board's Voucher Plan Committee to attend workshops dealing with vouchers. At the same time, principals are being asked to submit names of staff willing to attend similar meetings. The purpose would be to have such persons serve as liaisons between the Study Committee headed by Phale Hale and the individual schools.

We have already expressed some concerns in the Hot Line News Letter. In addition, we are fully aware of the attraction of an additional 40 million dollars coming into the Rochester district over a period of eight years. We also realize that on paper the idea of teachers and a principal developing their own program in their school is a very attractive one. BUT, on the other side of the coin is the fact that the intent and thrust of the voucher system has always been to pass decision-making into the hands of the community. The most recent tentative proposal has deleted any open reference to individual school control by a parents' advisory group. However, there is reference to a district advisory group which could be a consolidation of individual parent groups. We cannot overlook the fact that advocates of the voucher have felt that the parents should have control over curriculum as well as evaluation, hiring and dismissal of principals and teachers.

We would like you to determine, if possible, which teachers in your building have been contacted directly by Mr. Hale's office and those whose names will be submitted by the principal. We would hope that these people understand that they cannot make commitments for your staff or the Association.

We all realize this is a very sensitive area. Feel free to discuss basic concerns with your staff; and please do not hesitate to call us at the office if you have any questions or information for us.

P.S. The Association will be located as of Monday, November 13 on the third floor - Room 303.
Telephone numbers will remain the same.

RESOLUTION passed by the RTA House of Delegates

November 21, 1972

WHEREAS the voucher plan proposed by OEO provides a million dollar windfall for private schools at the cost of the taxpayer and the public schools; and

WHEREAS the OEO plan allows for the firing of experienced teachers by "buying up" their contracts; and

WHEREAS The OEO plan provides for performance contracting with private corporations for profit at public expense; and

WHEREAS the OEO plan provides for forced transfer and removal of experienced teachers to "other duties" as a result of this programs implementation with the prospect of such teachers being "phased out" of their jobs; and

WHEREAS the OEO program could well further segregate or lead to the development of separatist schools; and

WHEREAS there is no procedure for the voucher bureaucracy and the Central Administration to be accountable to the public; and

WHEREAS tremendously increased costs of transportation, additional outside personnel through performance contracting, and guarantees of central board personnel positions would, after OEO funds cease, become a multimillion dollar drain on the education system;

Therefore be it resolved that the RTA oppose the Education Voucher System as proposed by OEO and urge that successful special education programs such as the World of Inquiry and open enrollment programs be expanded.

David C. Glossner, President
Gary Doc s, Editor

# RTA HOTLINE 482-1919

David J. O'Keefe, Executive Dir.
Evelyn L. Hartman, Ass't Exec. Dir

Vol. 4 - No. 3 Rochester Teachers Association December, 1972

On Tuesday, November 21, the Faculty Representatives adopted a resolution in opposition to the voucher plan as it has been presented to date. Repeatedly, the Association had raised questions and were informed that a new proposal would be written. Furthermore, we call your attention to Board President DeHond's quote in the Times-Union on November 30 stating that the basic decision on which way the voucher plan here is going will probably be made by January 1. Some of the Representative Assembly's concerns were reinforced in an article in the Democrat & Chronicle of November 27 which reported that the Brookings task force composed of community leaders not only endorsed the voucher experiment in Rochester but also urged a wider study relative to a voucher system in the entire county which would include parochial and private schools.

One thing should be made clear.... the RTA's position is not inflexible and depending on revisions made by the Rochester Alternate Study Group with O.E.O., that position could be amended.

Because duplication of the first proposal for each member is beyond our capabilities, we have sent a copy to your faculty representative together with an analysis developed on that proposal. In addition, we have again been informed a new draft should be ready soon. We, therefore, are calling upon the Rochester Alternate Study Committee to see to it that every member of the City School District be given a copy of the revised draft and any subsequent revisions. The Alternate Study Committee is operating on a budget of 122,000 - with a full-time staff and O.E.O. paid personnel. This should adequately provide the necessary manpower and money for distribution of these drafts and will also fulfill their responsibilities to see to it that everyone is informed.

The Association feels that this is a critical issue, the future ramifications of which could seriously affect the future of public education. We are in the process of proposing alternatives to the Board of Education and O.E.O. On December 1, President David Glossner publicly asked O.E.O. to provide Rochester with the same $5 million but with the freedom to allocate the funds for increased educational services to children without the rigid restrictions or the creation of a new layer of administration to implement and supervise the voucher system. Glossner also proposed that the Board meet with teacher leaders to plan new, improved educational programs and alternatives within the framework of the present school structure. We anticipate developing other alternatives which we hope the Board and O.E.O. will seriously consider.

On December 3, RTA representatives will be in California to talk to both the community and professional staff of Alum Rock. They will also be meeting with key persons in San Francisco to learn why they turned down the Voucher Proposal in that city. Our people will be returning on Wednesday, December 6, and they will be reporting back to the Executive Council and to you soon after.

We hope you will ask your Faculty Representative to see the draft proposal #1 and the analysis sent. This is only the first of "Hotlines" which will be dealing exclusively with the Voucher System. If questions come to your mind, please contact the RTA office, 288-4670, or pass them on to your Faculty Representative.

BEST COPY AVAILABL

# RTA VOUCHER REPORT

December 14, 1972

On December 3rd, RTA sent a delegation to San Francisco and Alum Rock, California, to observe and verify information received about the Voucher system. RTA representatives met with teacher leaders and with the district's administrators in San Francisco where implementation of a voucher plan was turned down. In San Francisco the feasibility study itself had been conducted only after 2 public meetings were held by the Board. Even after that a private, impartial research organization was selected to do the actual study. O.E.O. was willing to underwrite salaries of City Staff, but there was a feeling in San Francisco that it would be best that no school staff "be tainted by the money". Reportedly O.E.O. was not happy as they wanted the school to hire the executive secretary in charge of the study whose salary O.E.O. would have paid. It was the feeling in San Francisco that it was "politically astute to allow an outside firm to handle recommendations to be made." The outcome is history; the recommendation was not to implement a voucher demonstration in San Francisco.

The RTA representatives learned that Alum Rock, an impoverished system, had been formally set up as a school district K-8 10 years ago. In that period 16 new schools had been built; their oldest school, a middle school, dates from 1935. The district has a total of 22 schools. Five elementary and one middle school are in the voucher demonstration itself. It is interesting to note that not one of these six receive Title I funds, making their financial situation before O.E.O. even more grave than Title I schools. We cannot but help wonder at the coincidence that only non-Title I schools would receive ~~the~~ "goody" of compensatory vouchers.

In Alum Rock we spoke with the Deputy Supt., Dr. Walter Simons, who had been the Executive Director of the Feasibility Study there, and others of the Voucher Staff. After talking to the Deputy Supt. and "Voucher" staff (which staff consists of 3 new coordinators and 9 general staff) and visiting some schools the RTA representatives could find no possible comparison between Alum Rock and Rochester City District either in programs or makeup of the population. They were appalled to find such limited educational diversification actually taking place. There is more difference between classrooms in Rochester City District than between so titled "alternative programs" in Alum Rock. It became evident from conversations with teachers and administrators that the minutest change for those in the selected target schools was considered a windfall, for as Miss Virginia Hardy, brought to Rochester from Alum Rock by O.E.O., said on TV, she had more resources available to her this year, for "in the past (she) had had zero to work with". On the other hand, the increased class size for some teachers added to their sense of frustration. They had spent 6 weeks or more developing a curriculum geared for no more than 30 children in grades 1-3 and 35 in 4-6 only to find those numbers increasing by 4, 5 and even 10 in some cases.

Teachers found they didn't have sufficient planning time available, and no increase of professional staff to help decrease class size. The President of the Alum Rock Teachers Association, Tim Reeves, told us that his was an impoverished district that "hadn't had enough text books". He also talked of the frustration experienced in having O.E.O. live up to its financial commit-

BEST COPY AVAILABLE

ments within the agreed guidelines once the demonstration area went into effect. Reference was made to the Rand survey at a cost of $700,000 to O.E.O. No survey can be carried on without approval from O.E.O. and the feeling is that O.E.O.'s corrections, additions, deletions to the Rand survey is to achieve a particular outcome -- one known only to O.E.O. and not shared with the Teachers Association.

In addition, RTA representatives were amazed that no firm plans had been made for any objective evaluation of students' progress this year. According to Mr. Reyes, Coordinator of Research, this will probably take place at the end of the second year but as of now no thought seems to have been given to this matter. This seems to coincide with what Dr. Simons, the Deputy Supt., indicated to us when he stated that they were living on a year to year basis and havn't looked that far ahead. Once again our suspicions were confirmed that the prime and immediate concern of voucher proponents is to measure the "happiness level" of the district today as compared to yesterday.

Our representatives found no reason for RTA to deviate from its present position. Questions raised to the Rochester Alternative Study Committee have not to this date been answered. Promises of answers, yes; answers, no. Furthermore, we are now informed that Draft Proposal No. 2, upon President Glossner's official request to the Director of the Alternative Study Committee, will be given to all teachers by Thursday before vacation. Undoubtedly, "Input" will be requested so that the staff of the Alternative Study Committee can develop its final proposal for the Board to study by the middle of January for action on February 2. We cannot help but be awed by the swiftness and efficiency of it all!!!

# RTA ON TV FORUM-VOUCHERS

## WEDNESDAY

## DECEMBER 20

## 7:00 - 8:00

## CALL 21 - CHANNEL 21

REPRESENTATIVES WILL DISCUSS RTA POSITION ON THE VOUCHER SYSTEM.

CALL 21 WILL PROVIDE AN OPPORTUNITY TO TELEPHONE QUESTIONS TO

RTA REPRESENTATIVES.

David C. Glossner, President
Gary Dodge, Editor

BEST COPY AVAILABLE

# RTA HOTLINE 482-1919

David J. O'Keefe, Executive Dir.
Evelyn L. Hartman, Ass't Exec. Di

Vol.4 - No. 4 Rochester Teachers Association December, 1972

## $ VOUCHER $

RTA Faculty Representatives at their meeting on Tuesday, December 20, received a copy of the budget covering the voucher plan currently in effect in Alum Rock, Calif. You are encouraged to exam this budget which will be posted. An analysis of this budget proves very revealing.

The 1972-73 total budget is approximately $1,100,00.

Out of this amount $180,000 ($30,000 per school) was spent on inservice education including teacher and parent payments, consultants, facilities, travel, supplies, etc. This sum was spent from last Spring to this Fall in getting ready for school openings.

$480,000 of the budget is being spent on such things as voucher administrative costs, parent counseling, research coordination, information dissemination, fiscal management, mangement/staff training, overhead, transportation, rent, utilities, contingency, furniture, equipment, etc.

The balance of $440,000 is the amount available from payment of compensatory vouchers that can be utilized for providing any real improvement of education program in the schools. However, as one school administrator indicated to us, some of this might be needed for additional "in school administrative assistance" as the system places more and more demands on school administrator responsibilitie

Some argue that "start up" costs are high. But the budget for the 2nd year reveals only slight improvement. Out of $812,000, again only $440,000 is for compensatory vouchers (slightly over 50%). No additional money is budgeted for any on-going or 2nd year inservice education.

Neither budget reflects the other $700,000 the Rand Corp. is receiving for "evaluation".

The RTA cannot support this kind of wasteful spending of tax monies, which is in the name of "improving education" but in fact creates only new bureacratic structures and their ensuing red tape. And all of this is going to give everyone greater autonomy???

## NEGOTIATIONS - REMINDER

Elmer Henretta, Chairman of the Teachers Negotiating Committee, urges every teacher to be sure to complete and mail in the negotiations survey before the holiday. The Committee will be working during the recess and would appreciate having all the surveys on hand.

## HAPPY HOLIDAYS

On behalf of the RTA officers and Staff, I wish each member of the City School District staff a very Happy Holiday session and best wishes for a Happy New Year to you, your family, and friends.

I trust each of you will have a very restful vacation. YOU'VE EARNED IT!

BEST COPY AVAILABLE

# Where We Stand

## Rochester's Fight is our Fight

The City of Rochester may become the second city in the nation and the first in this state to approve a voucher plan. Rochester's Board of Education is currently carrying out a feasibility study funded by the Office of Economic Opportunity, and will decide in January whether to go the voucher-system route for 10,000 of the city's children.

Approval would give the City of Rochester the dubious distinction of joining with Alum Rock, California, in a grandiose experiment in which children, parents, and teachers become pawns and in which the foundations of public school education are undermined, perhaps permanently and irreparably.

The teachers of Rochester have wisely and courageously voted to conduct an all-out fight against the voucher plan, and they are being backed in their efforts by the New York State United Teachers and our national organizations.

It is the favorite pastime of some anti-education critics to label teacher opposition to anything as "reactionary," based on the presumption that teachers are only concerned with preserving the status quo or with protecting their own interests.

These critics should look carefully at the Rochester situation before they make such a judgment.

First, Rochester teachers are urging *expansion* of "successful special education programs, open enrollment programs, and other innovative programs" that have existed in Rochester but that are on the way out due to fiscal retrenchment in that city. (Rochester's three unique and innovative alternative schools will not survive beyond this year because of budget cuts enacted by the city.)

Second, Rochester teachers are concerned with the polarization of racial and ethnic groups in the city. Rochester's current program is designed to bring children *together*; the voucher plan would drive them *apart*, since the plan calls for schools that could be created and designed by any group of parents and would thus open the door to all-black schools, all-white schools, or all-anything schools desired by a particular group. The voucher plan, in short, panders to the separatist sentiments now prevailing among some groups in the city.

Third, Rochester teachers realistically appraise the voucher plan as an open door to aid to private schools. Once implemented, parents could carry their vouchers to quasi-public schools and dilute already thinning funds for public education. The eventual result would be direct vouchers to private schools.

In combatting the voucher plan in Rochester, teachers are not operating on preconceptions or misconceptions about what the voucher plan is all about. Evidence has been mounting that the OEO's pet project poses distinct and major threats to integrated education, to adequate funding of public schools, to the proper education of children, to the professional freedom and contractual rights of teachers, and to the rights of parents to strong, central elected boards of education.

The voucher plan being developed in Rochester also clearly opens the door to such gimmicks as performance contracting. The Draft Proposal for the project contains the following language: "Ideally, each principal should have discretionary authority over the expenditure of all administrative costs for the children in his school. Each principal and his staff then would determine which services were needed and whether or not to purchase them through the central administration or directly from some outside supplier." This language obviously allows "services" to be construed in any manner, and would permit an individual school — controlled by parents — to contract for services presently performed by qualified professional staff.

Another aspect of the voucher plan is that the Office of Economic Opportunity, trying to maintain its function under an Administration that has already promised a "Spartan era" for education in the next four years, desperately needs approval from at least one other district somewhere in the United States as a companion project to Alum Rock.

Turned down by Gary, Indiana, and most recently stalled in New Rochelle, the OEO needs a "success," and they have targeted in on Rochester regardless of consequences to children, parents, and teachers in that city.

The voucher plan is admittedly an "experiment" designed to test assumptions about managing education for the urban disadvantaged. To be based on five- to eight-year tryouts in several districts around the nation, the OEO hopes to gain success and swing to full implementation in schools across the country.

Totally missing in that experiment is a sense of reality about public school education as it exists today, for the experiment derives from the notion that public school education is failing.

On the contrary, public school education is *working* where adequate funds are provided and where equality of educational opportunity exists. We need full and sound commitment to public school education—the kind of commitment that is noticably lacking today at the state and national level, instead of experiments that make pawns out of children, parents, and teachers.

We stand solidly behind our Rochester teachers in their fight, which is a fight for all of us.

---

*Co-President Albert Shanker's column will not appear this week, but will resume again in the December 3 issue.*

---

The New York Teacher / November 26, 1972

New York Teacher
November 26, 1972

---

Democrat and Chronicle
January 19, 1973

**Editorials**

# Experiment? Maybe, But Not for Aid

Do school districts love educational experiments for their own sake or do administrators simply have their eyes on the federal aid boosts which are often attached?

That question may well be asked this week as more "magnet schools," little discussed for several years, are now warmly reconsidered by the City School District. And the same question should be asked in making the decision on whether and when to try the controversial voucher system.

Finding themselves in jeopardy of not qualifying for new federal aid funds in the wake of the reversal of reorganization, city schools are now trying to write new educational programs more pleasing to the federal-aid dispensing bureaucracy. "Pleasing" programs are primarily those which offer promise of reducing racial isolation in the schools.

The result can roughly be described as "educational planning by the knee-jerk system." Although magnet schools (schools with especially attractive programs to draw students from a wide area) have had a poor record of inducing racial mixing in other cities, some city educators say they might work better here.

But the main point is not whether magnet schools would decrease racial isolation, but whether the federal educational bureaucracy could be persuaded that they would . . . . and of course, come up with more money for city schools as a result.

Somehow the question of benefit or lack of benefit to city school children becomes lost.

Likewise, if the city had no interest in an educational voucher system before federal incentive funds were offered, should it be considering one now? If the interests of the city schools are to be served, the dynamics of the knotty question need prompt and thorough dissection.

City school officials, of course, have been no more guilty of playing the program-juggling-or-aid game than school officials elsewhere. And much can be excused in the educational budget crunch, especially since rebellion against federal aid formula tyranny is now brewing on many fronts.

City School Superintendent John M. Franco said last month that the district will not create new programs to get Emergency School funds. Such firmness is long overdue. No program is a good idea simply because it has federal dollars attached.

BEST COPY AVAILABLE

## Editorial

# PROCEED WITH CAUTION

The Rochester City School District is undertaking a feasibility study to determine if a voucher system is applicable to the district. If feasible, parents in a designated area with an elementary school population of 10,000 would be given vouchers to select the school within that area best suited to the needs of their children.

The purposes of the plan are to provide choice and to create competition among schools which would hopefully improve the entire school system. If enough parents were not pleased with any of the schools available, they could use the vouchers to create a school geared to their needs. State standards and federal regulations would have to be honored. Vouchers could only be used at public schools and no school could practice discrimination.

If approved, the City School District would be granted five million dollars per year for two years by the federal government (Office of Economic Opportunity) to implement the program with the possibility of renewal for up to seven years.

While the program is still in the planning stage and public forums will be held throughout the city, there are several points which must be thoroughly debated before a final decision is reached. At a public meeting held by the Genesee Ecumenical Ministries, it became obvious that the reason the voucher system was being explored and not alternative ways to improve the city school system is that the federal government has money available only to study this system.

It is difficult to see why "vouchers" are needed, and how a voucher system differs from open enrollment if only public schools are to participate. A number of persons feel this is the Nixon administration's first step to give aid to parochial and private schools. Get the blacks and liberals sold on a voucher system for public schools, then make vouchers available to parents who use private and parochial schools. If the latter should occur, it could only undermine the public school systems of large cities as middle-class parents opt to supplement their vouchers and use private and parochial schools, leaving the public school system to the poor.

The other question which is deeply disturbing is the possibility that middle-class, aggressive parents will enroll their children in the better schools, while children from poor and less educated families will be left to go to the less well-run schools. There is a real possibility there will be more segregation - not necessarily racial, but socio-economic - under a voucher plan than there is now. As one individual stated, "What is there in the plan to rid or minimize the poor, ineffectual schools?"

If parents can use vouchers to start schools geared to their needs, there is a dual danger. Sophisticated, highly educated parents will band together and form schools for their offspring, while parents with parochial views will use the opportunity to develop "block" schools. Both could undermine a public school system.

The feasibility study illustrates how federal aid works, and its pervasive influence on a school system. The promise of an extra five million dollars to the city school district which faces a six million dollar deficit next year is very attractive. Yet, this money cannot be received to improve education across the board, or to develop the present open-enrollment system, or be used as the local Board of Education feels most appropriate. It must be used to experiment with a voucher system in a designated area for grades kindergarten through eight. While the director of the study, Phale Hale, tried to explain the system was not feasible at the high school level, the truth is the federal government only wants the voucher system explored at the elementary level.

The Journal does not take a stand at this time, but looks with apprehension at the voucher plan. It foresees this as a first step to providing massive federal aid to parents of parochial and private school children. It also fears that greater segregation along socio-economic lines will result with the program benefitting only the middle-classes. It also foresees greater administrative bureaucracy and to a certain extent, the avoidance of how to improve education for the very poor. Afterall, it is always easier to design new programs than to solve the hard-core problems of the present system.

**Julie Everitt**

The Journal
December 1, 1972

---

# We have a way - with vouchers

Is the voucher system for education a good way to vote for the kind of schools we want for our children? We think it is.

A voucher system, as proposed for a part of Rochester yet to be selected, provides the opportunity to, finally, have a real choice in education.

Up to now, our children's schooling has been one area in which democratic freedom of choice has been sadly limited. Once we choose where we will live, we are locked into that particular school for our children. Indeed, many of us have chosen the school district first, and then looked for a home within it, often only to discover the school is not quite what we had hoped for.

With a voucher system, we would gain not only the possibility of choosing the type of educational approach we want for our child, but also a chance to have local control of our neighborhood school.

If most of us choose to send our kids to the nearest school and then don't like what happens there, we can take our voucher and send our child somewhere else-or press for changes.

Seems to us this is a way of finally getting the kind of schools we want!

Comment on neighborhood concerns is invited for this page. Continual input of reader opinion is vital to the purpose of a community newspaper.

Please keep letters brief, on one subject only, and signed.

Send to the North East Herald,
1171 Culver Rd., Rochester,
N.Y. 14609.

December 1972

---

# Too Much Change?

Both teachers and students suffer when there is too much change in the schools and too little time to accommodate to it. That point is well made by David O'Keefe of the Rochester Teachers' Association in a statement upon the proposed experimental voucher system, which the RTA opposes.

The past seven or eight years have indeed been a time of upheaval for city school teachers and students. Sociological and social problems are partly to blame. So are federal aid formulas which have given powerful incentives to educational innovations.

Now, on top of it all, city teachers are expected to individualize instruction under far from ideal conditions. The physical and spiritual exhaustion in the wake of the ill-fated reorganization plan provides a difficult background for such challenge.

Whatever is decided about the voucher experiment must take the teacher's feeling into account. A certain amount of stability is now needed.

Democrat and Chronicle
December 6, 1972

BEST COPY AVAILABLE

Times Union
November 28, 1972

# 'Who Needs School Voucher Plan?'

By John E. Degnan

The Rochester School Board at its last meeting earmarked $20,000 of a federal grant to take a survey to find out what people feel about the new voucher system.

The office of Economic Opportunity (better known as OEO) is spending $122,000 in a six month period (Sept. '72 - Feb. '73) to draw up a plan for a voucher plan for the city of Rochester. The largest percentage of this $122,000 is to go for salaries; i.e., director, $2,500 per month; assistant director, $2,000 per month; media specialist, $1,750 per month; consultants, $2,300 per month, and so on. There are over ten people on payroll drawing these salaries. In December and January there is $3,000 and $4,300 allotted for travel expenses. It makes you wonder whose economic opportunity OEO provides for.

This $122,000 is being spent on a program that has already been turned down by three cities in the U.S. The only place this plan has been implemented is a small 4,000 student district in California. It was implemented there in September, 1972.

I suggest that the people of Rochester really investigate this plan. Find out why it was turned down in three cities already. What is it going to cost us? The proponents of this plan will tell you it won't cost anything because OEO is going to finance it the first 5-7 years. But what is it going to cost us when OEO pulls out? Why do we need a voucher plan when we have open enrollment? With federal money comes strings attached. Do we want federal control on our schools?

I would like to quote one statement from the OEO voucher plan. "Failure of the students will not be justification for firing the teachers or principal." Only the federal government could think this way.

488 Electric Ave.

---

Democrat and Chronicle
December 1972

## 'Vouchers a Threat'

I WOULD LIKE to go on record with my strong opposition to the proposed voucher system for the city schools.

It staggers the imagination to picture a school district composed of students with "tickets" (vouchers) to spend at the school of their choice. Considerable monies would be spent on organization and implementation at the expense of teaching. The concept of parents setting up and helping to run schools to meet special needs is unfair. Most parents have full-time jobs or more, and do not need the added job of administering education. Upheaval has been the rule in Rochester schools for the last several years. Nothing that has gone before would compare to the chaos that would result from this proposal.

The voucher system is a direct threat to public schools and to the principles of democracy of which our schools are the biggest bulwark. Allowing groups of citizens to set up schools to meet "special needs" opens the door to schools based on ethnic background, class, religion, intelligence or other devisive groupings. Northern Ireland is a prime example today of what happens to separate systems trying to operate under the banner of one country.

ONE OF THE disturbing aspects of the voucher system is that differing amounts of money will be spent on each student on the basis of their "qualifications."

The voucher proposal is by far the worst idea we city residents have had foisted off on us. Don't buy it! No one can possibly benefit from it except the tax collector.

SYLVIA C. SCHAFER, 213 Highland Ave.

---

## 'On School Voucher Aid'

HOW WISE and perceptive the Rochester Teachers Association shows itself to be in opposing the proposed experiment in the use of educational vouchers. The idea of the voucher system is that if we give parents the power to move their children and their tax money from bad schools to good ones, there will be pressure on the schools to weed out inadequate teachers, unsuccessful teaching methods, valueless programs, uninformative counselors. The Association, dedicated to the defense of all teachers, good and bad alike, naturally opposes a system that jeopardizes the jobs of some of its members by giving individual parents the power to cut off the flow of funds to schools that do a bad job of educating their children.

As the parent of five children in public schools, and as a taxpayer who provides the money that educates them and other children in this community, I have no interest in protecting the inadequate teachers, the ill-trained teachers, or even the ill-humored teachers I'm not allowed to fire under the present system. I support a program that will return to me and to all parents a considerable degree of direct control over the quality of education my children will receive.

RICHARD N. ROSETT, 1837 S. Winton Road

Democrat and Chronicle
December 1972

---

## 'Let's Study Voucher Plan'

I WISH TO LET it be known that I fully agree with the Rochester Teachers' Association that before a voucher plan of any kind can even be considered, many of the questions raised by the teachers must be answered, and answered properly. I also feel the proposed guidelines asked for by the Voucher Study Office should be bargained for over the negotiating table with the Board of Education. This has been the standard procedure followed by the Union and the Board.

This has satisfied all those concerned in the past, and I am sure it will continue to in the future. Anything to be "worked out" should be worked out by the Union and the Board of Education, and not the Voucher Office, before the vote is taken on the Voucher Plan.

I feel that it is time that the teachers be made aware of the fact that at least one member of the Board of Education is willing to listen to their problems and also be willing to work with them to find equitable solutions to them.

LEWIS BIANCHI, Commissioner of Education, 2[illegible] Lexington Ave.

Democrat and Chronicle
December 1972

---

Holley Standard
January 3, 1973

# Letter To The Editor

The Board of Directors of the Rohester Chapter of Americans United for the Separation of Church and State is opposed to the voucher plan because we feel it will ultimately be used to fund private schools, which are 90 percent sectarian and 85 percent Roman Catholic. It will thus violate both the New York State and the United States' Constitution, which the Supreme Court has repeatedly interpreted as follows:

> No tax in any amount, large or small, can be levied to support any religious activities or institutions, whatever they may be called, or whatever form they may adopt to teach or practice religion.

The voucher plan will, literally, force taxpayers to pay for the propagation of opinions they disbelieve, which Madison denounced as sinful and tyrannical.

Several officials, we admit, disclaim any desire to fund parochial schools, but with OEO pressure to include them, and with Nixon, Rockefeller and the legislators hell-bent for parochiaid, almost everybody, that is, except the American people — we believe that parochiaid is what the voucher plan will surely lead to, and we join RTA and MCPEARL in vehemently opposing it.

Eric M. Sheel
President, Rochester Chapter
Americans United for
The Separation of
Church and State

---

*As Readers See It*

# 'Voucher System in Our Schools Would Lead to More Disunity'

By James Shrykman

Our Rochester school system is one of several selected by the U.S. Office of Economic Opportunity to conduct experiments with programs of so-called "Education Vouchers."

I feel that educational vouchers would not contribute to but rather would undermine quality education in the public schools of our city and nation.

Under the voucher plan, a parent would be given a ticket called an "educational voucher" for each of his children. Each ticket would be in the amount equal to the cost of educating one pupil in the local school system.

The parent could then enroll his children in any school — public or nonpublic — and use the voucher to pay the tuition. The school would exchange these tuition vouchers for cash from the local government agency.

This is an unwise approach. At a time when public education needs the unified efforts of all segments of our society, the educational voucher would generate divisiveness.

The voucher system could:

— Easily be used to maintain segregated schools.

— Cause many public schools to become "dumping grounds" for children expelled from other schools.

— Stimulate the growth of private schools supported by public funds.

— Lead to direct public support of church-related schools possibly violating the constitutional principle of church-state separation.

More importantly, the voucher plan would not alleviate either of two basic problems involved in the financing of public education.

The first problem is that, as a nation, we simply do not finance elementary and secondary education adequately. Every large city is in desperate financial straits. Budget deficits, teacher layoffs, reduced services are all the rule, rather than the exception. The voucher plan would not add any significant amount of money to existing funds.

The second problem is that the resources which we do expend are spent in a manner which assures that richer children will be better educated at less comparative expense to their parents than will poor or middle-income children.

In my opinion, the Nixon administration is supporting the voucher system to placate the heated emotions arising from the busing issue.

I feel what is needed is a proposal that would establish a major federal role in the general financing of public education.

Such a proposal should include large general (non-categorical) grants of federal funds to state and local school systems and a precise formula to distribute these funds.

188 Castlebar Road

Democrat and Chronicle
January 22, 1973

---

## 'Let's Try Mini Schools'

SINCE A "FEASIBILITY STUDY" of a voucher or alternative schools plan for Rochester public schools has been sanctioned by the Board of Education, I have attended several informational meetings attempting to promote this plan, talked with parents, teachers and some educators, and read as much informational material as possible.

If our School Board approves the implementation of a "target area" of 10 to 12,000 students beginning in September, 1973, federal monies from the Office of Economic Opportunity (O.E.O.) would begin to flow into Rochester, and only approximately 50 per cent of this would be used directly for educational programs, curricula or supplies.

Only 25 per cent of the city's students would benefit from this extra federal money in addition to the school district budget. The rest would have to struggle along on our forthcoming austerity budget. We would become the "haves" and the "have-nots." If kindergarten, for instance, is cut, would "target area" children have it, and the remaining children not?

Would the parents and teachers accept this plan as it now stands (even allowing that the above does not occur) which would result in the transfer of teachers and pupils from "A" school to "B" school, if they were dissatisfied with an educational program or curricula in their present school? The Voucher Committee states that such a transfer would be a "free choice." This is not accurate if there is no choice in their present school.

IF THE COMMITTEE, O.E.O. and the board really believe in (1) freedom of choice and (2) true alternatives, let them initiate a mini-school (options involving traditional, open schools, clusters, graded vs. non-graded, choice of several curricula etc.) in "target area" schools, and eventually all schools in Rochester. At that time, racial isolation would not increase and freedom of choice for parents, students and teachers would be protected. It is being tried now only in San Jose, Calif., and their plan is based on this mini-school concept in six schools. Can't we have the same concept established here? Do that, and I will be happy to buy this alternative school idea being spearheaded by Mr. Phale Hale.

STRATTON L. KNOX, 5 Girton Place

Democrat and Chronicle
December 1972

---

# Letters to the editor

## Jewish Women's Council opposes voucher system

The Rochester Section, National Council of Jewish Women, firmly opposes the Rochester School Voucher Proposal. After reviewing the current local literature, we see no reason to reverse Council's long standing national opposition to the Voucher System.

The financial straits of the Rochester School System are well known to this community. Its problems are common to a host of other American cities. Yet, in the desperate search for new funding sources, city after city has turned down the Voucher System dollars dangled before administrators by the Office of Economic Opportunity.

We must not be deluded—Rochester is perhaps last on a long list of school systems that have been approached. In its proposal to Rochester, the OEO has gone a step farther than before; it is carrying on its own feasibility study, a process which will hardly lead to an objective appraisal, when the OEO is selling the plan it is simultaneously evaluating. Other cities conducting independent studies have turned down the OEO.

National Council of Jewish Women objects to the proposal on three major grounds, namely that:

1)The voucher plan will fragmentize the city schools by trying to appeal to each separate interest group under the fallacious "make everyone happy" syndrome. In all probability, there would not be enough available spaces to provide parents with true options. Many children would still be placed in a school of "last choice."

2) The use of vouchers will open the door to further aid to parochial schools, as was the original intent in developing the Voucher Technique. To confirm our misgivings, the Brookings Institute has recently recommended that the Voucher be eventually extended to that legally prohibited sector in metropolitan Rochester.

3) The Voucher will erode the public school system itself, to a point where public education may become a dumping ground for the undesirable student, and where the voucher schools, and the whole new administrative beaurocracy necessary to their operation, may swallow up available funds for education.

In conclusion, it is Council's position that funding quality education does not depend upon so pat a solution as the Voucher Technique. We urge its rejection.

Alice Gold, education chairman
Marjorie Relin, national legislation chairman

City East
January 9, 1973

# APPENDIX K

## Advisory Committee Reports

Members present and voting on 1/17/73: Carol Faso, Pat Rumbold, Connie White, Percy H. Colvin, Jr., Carmen L. Encarnacion, Joan Loik, Elsie Kostecke, Esther Connelly, Ida Dentino, Richard C. Agnello, Josie Enos, Frank Giangiobbe, Martha Keating, Mel Hoover, Nancy Peck, Josephine Parinello, Diane Dangler.

1. Resolved: Alternative Education is beneficial to students in a city school district. (urban population)
2. Resolved: Some form of Voucher proposal is a way of bringing about those alternatives.
3. Resolved: General rather than categorical federal aid should be available to all school districts.
4. Resolved: Alternative education should be funded through general federal aid, rather than categorical federal aid.
5. Resolved: The RSAS voucher approach is a viable method of funding alternative education.
6. Resolved: Unrestricted federal money should be available to groups of teachers, parents and other educationally concerned citizens to establish alternatives to generally existing school programs.
7. Resolved: We endorse school autonomy in fiscal and curricular matter, and that these matters be subject to participation by and endorsement of parents.
8. Resolved: We concur totally with the RSAS staff's summary recommendation presented to the Board of Education on January 16th, 1973.

Voting results on above Resolveds:

#1: unanimous adoption
#2: 9 yes, 8 no
#3: unanimous adoption
#4: unanimous adoption
#5: 4 yes, 10 no, 3 abstains
#6: 9 yes, 8 no
#7: 10 yes, 7 no
#8: 2 yes, 15 no (one proxy admitted) 1 abstain

AS STATED PREVIOUSLY, THE MAJORITY OF MEMBERS ON THE ADVISORY COMMITTEE DID NOT ACCEPT THE VOUCHER PROPOSAL SUBMITTED TO THIS BOARD ON JANUARY 16, 1973.

THE MAJORITY REPORTS REFLECT THE DIVERSITY OF THE MEMBERS ON THE ADVISORY COMMITTEE TO THE ROCHESTER SCHOOLS ALTERNATIVE STUDY.

WHILE THE MAJORITY REPORTS HAVE CONSISTENT THEMES OF OPPOSITION ON PHILOSOPHICAL AND TECHNICAL GROUNDS, WE, THE MAJORITY, AGREED THAT EACH REPORT STAND IN FULL TO PRESERVE THE INTEGRITY AND WHOLENESS OF THESE REPORTS.

THE COMMITTEE HAS SPENT MANY HOURS INVESTIGATING AND DEBATING THE COMPLEX ISSUES IN THE VOUCHER CONCEPT AND IN THE WORKING VOUCHER DRAFTS.

WE ARE SURE THAT YOU WILL HAVE QUESTIONS ON CERTAIN POINTS AND WE HAVE RESOURCE PEOPLE HERE WHO WILL PARTICIPATE IN ANSWERING QUESTIONS.

## CONCLUSIONS

WHILE IN FAVOR OF ALTERNATIVE EDUCATION, WE TOTALLY REJECT THE CONCEPT OF THE VOUCHER:

THE BASIS OF OUR NEGATIVE VOTE ON JANUARY 17, 1973, IS AS FOLLOWS;

A. AN INCREASE OF PARENTAL SATISFACTION AND IMPROVEMENT OF QUALITY EDUCATION CAN BE ACHIEVED WITHOUT THE CONSTRAINTS OF FEDERAL CONTROL.

B. THE INCREASE OF BUREAUCRACY AS DEMONSTRATED IN ALUM ROCK WOULD NOT HAVE AN APPRECIABLE EFFECT ON THE EDUCATION PROCESS.

C. THE POWER OF THE BOARD OF EDUCATION WOULD BE DILUTED AS A RESULT OF GRANTING A DEGREE OF FISCAL AND CURRICULAR AUTONOMY TO NEW AND EXISTING SCHOOLS.

D. THE LINES OF POWER BETWEEN THE BOARD OF EDUCATION AND THE LOCAL E.V.A.(VOUCHER) IS CONTRADICTORY.

E. THE POWER OF THE VOUCHER ADMINISTRATOR IS TOO OPEN-ENDED AND POWERFUL.

F. WE SERIOUSLY QUESTION THE OBJECTIVITY OF THE STUDY STAFF, DESPITE THAT THE STUDY STAFF HAS NOT BEEN ABLE TO DEMONSTRATE A NEED FOR A VOUCHER SYSTEM AMONG EITHER PARENTS OR EDUCATORS IN THIS COMMUNITY.

G. THIS SYSTEM ALLOWS THE POSSIBLE DIVERSON OF PUBLIC SCHOOL MONEY TO PRIVATE SCHOOLS.

REPORT # 2

UPON COMPLETION OF AN INDEPTH STUDY OF THE VOUCHER PROPOSAL, WE SUBMIT THE FOLLOWING POINTS ON WHICH WE BASED OUR REJECTION:

1. A CONTINUATION OF MAJOR CHANGES IN THE ROCHESTER SCHOOL SYSTEM WOULD NOT BE BENEFICIAL TO THE CHILDREN, UNTIL THE PRESENT SYSTEM OF EDUCATION IS EVALUATED AND CORRECTED TO PROVIDE OUR CHILDREN WITH AN ADEQUATE BASIC ACADEMIC EDUCATION.
2. THE VOUCHER WOULD PLACE ROCHESTER UNDER A DUAL SCHOOL SYSTEM, WITH TWO BODIES OF ADMINISTRATORS WHICH MAY LEAD TO UNEQUAL EDUCATION FOR THE CHILDREN OF ROCHESTER.
3. THE HIGH DEGREE OF NEGATIVISM SHOWN BY MOST SEGMENTS OF THE COMMUNITY, PLUS SEVERE LACK OF ANSWERS TO SEVERAL PERTINATE QUESTIONS, COMPELS US TO STATE THAT THIS PLAN IS NOT FEASIBLE TO THE ROCHESTER COMMUNITY.

WE, THEREFORE, RECOMMEND THAT NO FURTHER GRANT BE APPLIED FOR BY THE COMMISSIONERS OF EDUCATION IN REFERENCE TO THIS STUDY. WE ALSO RECOMMEND THAT THE COMMISSIONERS DIRECT ALL MEMBERS OF THEIR STAFF NOT TO PURSUE ANY FURTHER GRANTS FOR THE PURPOSE OF CONTINUING A STUDY RELATIVE TO VOUCHER OR INITIATING A STUDY WHICH IN ANY WAY INCORPORATES VOUCHER.

REPORT # 3

ONE CAN NOT IGNORE THE REASONS FOR THIS CONTINUING PUBLIC DISSATISFACTION.

A STRONG FORCE IS WORKING DILIGENTLY TO CREATE THIS DISSATISFACTION. INSULT IS HEAPED UPON INJURY TO THE PUBLIC AND PARENTS WHO SUPPORT OUR EDUCATIONAL INSTITUTIONS. IT IS DELIBERATE, CONTRIVED, AND FUNDED BY THE NATIONAL GOVERNMENT, WITH VAST AMOUNTS OF FEDERAL MONEY POURING INTO OUR SCHOOLS FOR "EXPERIMENTAL" AND "INNOVATIVE" PROGRAMS FOR "CHANGE". THIS IS DESTROYING ALL TRADITIONAL CONCEPTS OF ACADEMIC EDUCATION.

THIS IS NO ACCIDENT, IT IS TRUTH,THE SETTING OF THE STAGE; USING PARENTS TO "DEMAND" AN ALLEVIATION OF THE PROBLEM THROUGH VOUCHER, BUT IN REALITY IT WOULD BE GIVING THE FEDERAL GOVERNMENT CONTROL OF OUR PUBLIC SCHOOLS AND LIVES.

Report. 4

WITH THE CURRENT EDUCATION, AS IT IS, I FEEL IT HAS ENCOURAGING POSSIBILITIES, WITH IMPROVEMENTS BEING IMPLEMENTED WHERE NEEDED. THE VOUCHER PLAN GIVES US NOTHING, AND POSSIBLY LESS, AS PER EDUCATION. THE ELEMENT OF CONFUSION WITH THIS PLAN IS HIGH, AS IT GIVES US A SHIFT IN SEATS IN REGARDS TO PUPILS, AND GUARANTEES ADDITIONAL FUNDS, RATHER THAN CERTAIN IMPROVEMENTS IN EDUCATION.

FURTHERMORE, THE VOUCHER PLAN--BEING TERMED AS "EXPERIMENT" THROUGHOUT THE STUDY SESSION, OBVIOUSLY INDICATES THAT--"NO KNOWN RESULTS ARE AT HAND"; THIS ALONE COULD BE A DISASTER IN THE LONG RUN BESIDES BEING DETRIMENTAL TO A CHILDS EDUCATION. ALSO, IN THE EVENT THAT O.E.O. CANNOT SUPPORT US (IF THIS PLAN WAS IN THE WORKING STATE) IN THE FUTURE IT WOULD PUT US INTO FINANCIAL CHAOS, AS PER OUR PRESENT STATE OF THE SCHOOLS BUDGET.

AGAIN, I MUST SAY, THAT THE VOUCHER PLAN ONLY PROMISES US TEMPORARY DOLLARS, THEREFORE, I STRONGLY CONCLUDE THAT WHAT PARENTS REALLY WANT IS A POSITIVE THRUST INEDUCATION AND SHOULD ELIMINATE ANY UNSTABLE PLANS WHICH GIVE "UNCERTAIN RESULTS".

EVERY SINGLE CHILD SHOULD BE INCLUDED IN "EDUCATIONALLY SOUND OPPORTUNITIE

I FOUND THE VOUCHER PLAN DISCRIMINATING.

LIFE IS A FACT--SO--EDUCATION MUST BE DEALT WITH AS A FACT!!!!!

REPORT #5

WE FOUND GENERAL AGREEMENT AMONG OURSELVES CONCERNING THE ROCHESTER VOUCHER PROPOSAL. WHILE WE ARE NOT OPPOSED TO THE IDEA OF SOME SORT OF VOUCHER PROGRAM WE VOTED AGAINST THIS PROPOSAL FOR THESE REASONS:

1. WE FEEL THAT COMMUNITY AND SCHOOL STAFF SUPPORT HAVE NOT BEEN DEMONSTRATED. A NUMBER OF ORGANIZATIONS HAVE COME OUT FLATLY AGAINST THE PROPOSAL. COMMUNITY MEETINGS IN SCHOOLS HAVE BEEN POORLY ATTENDED. NOWHERE HAVE WE SEEN EVIDENCE OF STRONG SUPPORT FROM LARGE NUMBERS OF PEOPLE, INCLUDING THOSE IN THE TARGET AREA. THE ONLY POSSIBLE-EXCEPTION IS ZONE A.
2. WE ARE CONCERNED OVER THE WORDING OF THE COMMITMENT AND DO NOT FEEL THAT THE BOARD OF EDUCATION SHOULD BE IRREVOCABLY COMMITTED TO AN IMPLEMENTATION IN SEPTEMBER 1974. WE FEEL THAT THE BOARD SHOULD COMMIT ITSELF TO A THOROUGH STUDY AND FURTHER PLANNING, BUT SHOULD RESERVE THE RIGHT TO END THE STUDY AND TO REJECT IMPLEMENTATION IF THE CLIMATE OF PUBLIC OPINION IS NOT STRONGLY FAVORABLE. THIS ACCEPTANCE COULD BE DETERMINED BY REFERENDA IN EACH TARGET SCHOOL, BY MEANS OF PUBLIC MEETINGS, AND BY DEMONSTRATION OF SUPPORT FROM COMMUNITY GROUPS IN THE TARGET AREA.
3. WE QUESTION THE EXTENT TO WHICH PARENTS AND SCHOOL STAFF WOULD BE INVOLVED. RECENT OPERATING PROCEDURES HAVE NOT MATCHED THE FINE-SOUNDING STATEMENTS IN THE PROPOSAL AND DO NOT BUILD CONFIDENCE IN THE WAY THE PROPOSAL WOULD BE ADMINISTERED IN THE FUTURE.

A. WE FEEL THAT BOARD MEMBERS HAD ALREADY MADE UP THEIR MINDS ABOUT THE VOUCHER PROPOSAL BEFORE THEY RECEIVED THESE ADVISORY COMMITTEE RECOMMENDATIONS AND EVEN BEFORE RECEIVING THE FINAL PROPOSAL FROM THE STUDY STAFF.

B. FREQUENTLY DECISIONS WERE MADE BY THE STUDY STAFF AND WERE PUBLICIZED BEFORE MEMBERS OF THE ADVISORY COMMITTEE WERE INFORMED OF THOSE DECISIONS.

AS EXAMPLES;

1. STAFF SELECTED A TARGET ZONE, CALLED MEETINGS OF PRINCIPAS OF THOSE SCHOOLS, AND THEN ANNOUNCED THE SELECTION TO THE COMMITTEE.

2. THE ADVISORY COMMITTEE WAS TOLD THAT IT COULD SUBMIT REVISIONS, BUT FREQUENTLY THERE WAS TOO LITTLE TIME FOR IT TO BE EFFECTIVE.

Report 6

Although the concept of an educational voucher has the potential of being acceptable, the present model is lacking in many areas. Some of these areas stand out as being more detrimental than others.

First, the proposed voucher model allows the School Board to neglect its responsibility of delivering a meaningful, revelant, and a well rounded education to all children.

Second, the School Board will assume authority over the administration of the proposed voucher. O.E.O. does not require that the present school board take that authority. Since more than fifty percent (50%) of the students involved in this proposed experiment, are minorities, it seems natural that a significant number of minorities should be included on the Educational Voucher Agency (EVA).

Third, the proposed voucher is misleading, fallacious, and extremely deceptive when it implies that parents will be able to hold administrators, and officials in the school system accountable.

Fourth, the past actions and behavior of Rochester's School Board towards members of the minority (black & spanish) community does not support the language in this proposal, that suggest their concern.

Fifth, the funds received from O.E.O. for the implementation of the proposed educational voucher will be used for all students in the Rochester School District. It is obvious that the students in the demonstration area (mostly minorities) are being used as pawns to Rip Off federal dollars.

Finally, the whole concept of alternative education seems to be following a path of pacification as opposed to modernization.

635 Clinton Avenue N.
Rochester, New York 14605
(716) 325-6291

Dr. John M. Franco
*Superintendent of Schools*

Phale D. Hale
*Director of Equal Educational Opportunity*

COMMUNITY
SCHOOL
COUNCIL

January 22, 1973

MEMORANDUM

TO: The Board of Education

FROM: Melvin Hoover

RE: Advisory Committee Position

The overall community atmosphere of Rochester at this time does not offer a fair environment to assess peoples' real feelings about the potential merit of a voucher plan in Rochester.

Locally, we are very distrustful of the federal government, of which the Office of Educational Opportunity is a part, either because we oppose its political ideology or we lack confidence in our elected Congressional officials to truly represent our interest.

| SOME | OTHER |
|---|---|
| Whites and Blacks are concerned that the voucher is another way of forcing integration. | Whites and Blacks are worried that it would create more desegregated schools. |
| People do not trust the Central Office Administration and feel they are trying to get more control of the schools at the expense of parents and teachers. | Central Office people feel that the principals and teachers will have so much power that they will not be able to have meaningful input or influence. |
| Teachers are concerned that the | People feel that if they want to |

| SOME | OTHER |
|---|---|
| local district needs to be more responsible for providing alternative education for the whole district. | be involved voluntarily in a program such as a voucher, then the whole city should not limit their right of choice if the city as a whole does not want it. |
| Parents feel that teachers and administrators are basically concerned with economics and not the education of their children. | Teachers and administrators feel that parents do not take a realistic approach to financing a top-quality system with tailor-made student programs. |
| People feel the Board of Education does not represent the educational feelings and concerns of the entire Rochester community and thus they are apathetic or alienated. | People feel that the Board of Education should only be responsible to them because previous Boards ignored their feelings and opinions. |
| People feel the R.T.A. is only building their power and influence to brow-beat the Board into the best contract negotiation. | People feel the Board is more concerned with appeasing teachers so they will not ask for more money than having teachers accountable. |

As a member of the Advisory Board, I honestly and openly sought the feelings and opinions of all segments of the community. It is obvious that there is no city-wide mandate to implement a voucher system is Rochester in September, 1973. However, the question of implementing some form of a voucher plan in 1974 is still an unanswered question, particularly in light of many of the objections raised to a 1973 implementation. It is my opinion that the major concerns raised can be satisfactorily worked out with further study and negotiation between the School Board, parents, administrators, teachers and students.

Four months was insufficient time to accurately present the voucher concept and have people honestly reflect on it pro and con. The most difficult and time consuming portion of any negotiation process is the internal hashing out of issues and positions within your own team. Office of Educational Opportunity took several years to get their process together but Rochester only had four months. A more in-depth analysis might have been possible in this time period if more staff had been provided, thus giving every community personalized attention in receiving information and recording responses. Even with these handicaps, there are schools that have voluntarily expressed interest in pursuing some form of a voucher concept.

The staff recommendation is that a well-planned program form involving the parents, teachers and other groups directly affected by a demonstration. I do not want to inhibit the free choice of interested schools to try the voucher program; therefore, I cast a qualified yes vote for the staff recommendation of one planning year and implementation in 1974.

I feel the school board has a responsibility to assist the interested schools in pursuing the voucher concept as one way of providing and maintaining alternative programs for those who choose this approach. In other words, even though an issue is not my vested interest or concern when it does not hinder or hurt me, I should support the right of others to develop the educational program they feel they need.

As I understand the recommendation we would have an intent to implement a program if a sufficient majority of those initially interested can develop a program they want within the next 12 to 15 months. If at any point in the planning process those interested determine a voucher plan could not feasibly be developed to serve their needs then no plan would be implemented in 1974. Obviously, the Office of Educational Opportunity may not like this because they will probably want a guarantee, but that is their problem to deal with. I view this approach to the voucher plan as an opportunity for the Federal Education bureaucracy and the local district to illustrate mutual trust and accountability since there is no gun at anyone's head.

As an inner city administrator, I am concerned about the traditional "last hired, first fired" cycle, since history tells me that inner city educational enrichment programs and faculty are the first to go in a budget crunch. Some inner city schools will be stripped this September of many resources that have really begun to make a difference and the retardation of educational development will again dominate inner city schools. Is this what the school board wants?

A voucher program at this time could provide monies for continued teacher training and development, specialized diagnostic and curriculum materials, and counselors and deans. Otherwise it would be financially impossible to support these with an eight million dollar deficit.

I have to wonder what good a Memorandum of Agreement will be to seek improved programs and participation when there is no money to support programs developed. The voucher might be a way.

I have to wonder how the Board is going to make good on its campaign promises and its statements to the Community School Council parents that they are committed to inner city education and will not deprive minority children of needed monies and programs. What is the educational guarantee for poor Black and White children when economics dominate.

It bothers me that I read in the paper the Board's decision not to pursue a program before the pros and cons of the parties involved in studying the concept had even been heard. Why did you need an advisory committee and a study staff?

An excerpt from page three of the Rochester School Alternative Study states:

> "... the most wide-spread objection is shared by people who otherwise support the program: the general feeling of fatigue felt by almost every Rochester parent, teacher and student. The community in general appears tired of too many educational changes too fast with too little evaluation before the next change occurs. Most people expressed the wish to rest a bit, to catch their breaths, before another major change is put into effect."

It seems to me that an eight million dollar deficit might be labeled a major change!

I believe that it is better for a community to be fatigued than for parents, teachers and students to be mentally depressed as Rochester will probably be this September when the full impact of unemployed teachers, skeleton curriculum, limited supplies and no choice of programs for students are a reality. How does one rest and catch his breath and claim no major changes when this situation could occur within nine months?

In the long run, a voucher plan may be the psychological oxygen that helps our school district get its second wind. It cannot hurt to keep the voucher oxygen tank on hand a few more months in case some schools decide to take a deep breath.

Report to the Board of Education
By Gloria Fish
re: the voucher study

I responded with a yes to resolution eight for many reasons, some of which are listed below.

I believe that the modified voucher plan is workable and could be used in Rochester because:

1. It would allow for alternatives without adversely affecting other schools. No school would have to accept a program it did not want.

2. Each school would have the responsibility for keeping its own budget and deciding its own curriculum. Less "buck passing" - more direct accountability.

3. Modifications and changes in curriculum would be more easily made if only one school were involved instead of forty or more.

4. More immediately responsive to the changing needs of our community

5. A very meaningful chance for parents to make education a family concern

6. Teachers would have a chance to teach in a style they felt best suited to the situation at hand.

These statements are meant to supplement the staff report.

I also feel that we need more time and work before we could begin such a plan in Rochester. My personal observation in speaking with more than a hundred people over the past three months is that no one trusts anyone in this town. Every segment of the community voiced distrust of those they viewed as more powerful than they viewed themselves - from bottom to top. Until this situation is changed I do not see a voucher plan working in Rochester.

# APPENDIX L

## Selected Issues: Pro and Con

Selected Issues: Pro and Con

1. What would happen to the neighborhood school if the voucher plan is approved?

   PRO

   Neighborhood schools need not disappear if parents wished to continue sending their children to them. All children who chose to stay in their neighborhood school would be guaranteed the right to stay there.

   CON

   Neighborhood schools could disappear under a voucher system. If several parents felt that their neighborhood school did not offer the program best suited to their children's needs, they could transfer their children to another school within the demonstration area (assuming space is available). If a large enough group of parents chose to do this, the neighborhood school could be forced to close.

2. Could a group of parents or teachers create their own "private" schools using public funds?

   PRO

   It depends upon how you define a "private" school. Each school wishing to participate in a voucher program must agree to abide by the following rule: (1) No more than 50% of its original enrollees could be children of the founders. The remaining spaces must be open to all students who applied. (2) The school itself would exist under the direct control of the Board of Education.

   CON

   The teachers and parents of a given participating school would have control of fiscal and curricular matters. They could construct a program that would have only limited appeal.

3. Would parents really be able to make wise choices for their children?

   PRO

   By using the information booklet and having a community counselor available to explain the booklet, parents would be more informed than they are today in regard to getting their educational "money's worth." Parents have been asking to be more involved in the process of deciding what kind of education would be most beneficial to their children. Studies have proven that parents can make wise decisions for their children, if they are given the opportunity to be informed and meaningfully involved in the process.

   CON

   Parents are not qualified, nor do they all have time to become involved in learning all the information necessary to make intelligent choices for their children.

4. What does a voucher plan have to do with improving the quality of education?

PRO

If "quality education" means giving more children the kind of education they particularly need and want, then vouchers would help accomplish this by enabling individual schools to design their programs to meet individual needs. Often the pursuit of "quality education" suffers because a school district Central Office bureaucracy stifles individual teacher and principal creativity. In a voucher system parents and building level professionals, not central administration, would make most of the educational policy decisions for a particular school.

CON

The voucher system is a mechanism designed to generate change; however, it cannot guarantee that meaningful, beneficial change would occur.

5. If every school used different types of educational approaches, would emphasis on the basic skills such as reading and writing be diminished?

PRO

Although there would be different kinds of schools with different instructional approaches, all schools would have to meet state regulations regarding the teaching of basic skills. In other words, the way the basic subjects are taught might vary, but the content would not be significantly altered.

CON

Although content must adhere to state requirements, methods of instruction might confuse a child and, consequently, he might not learn the basic skills. Also, if a child were given a choice of subjects to study, he might choose what he thinks are "fun courses" rather than courses that would be most beneficial to him in acquiring the basic skills.

6. What effects would the voucher system have on the public school system as we know it today?

PRO

Because the idea that there is no one single way to educate all children is basic to the voucher concept, the emphasis upon the "standardization" and "centralization" of education today would disappear. School systems would evolve with a wide variety of programs, each reflecting the particular needs of a particular segment of the educational community. Parent involvement in the educational process would increase, and schools would be stimulated to become more accountable for the educational growth of the children they serve.

CON

Vouchers would "divide" the school system because of the emphasis upon individual schools meeting individual needs. As a result, administrative problems would develop in terms of keeping attendance records, budgeting, and establishing and maintaining racial balance district-wide.

7. What would be the effects of a transfer policy that allows children to change schools frequently?

PRO

Vouchers could decrease the number of transfers each year. If a family moved into a different attendance zone, the children would be allowed to attend the school they had been enrolled in if they so chose. Also, schools would be required to set aside money for operation of school plant apart from their regular budget. This would assure a school sufficient funds to continue its program, no matter how many pupils transferred in and out.

CON

A large number of transfers could cause problems in terms of keeping accurate attendance records. Also, children might want to transfer for reasons not directly related to the type of instructional program offered at a particular school (discipline procedures, personality conflicts, etc.). These kinds of transfers might disrupt, rather than enhance a child's educational progress, especially if he transferred to a school offering completely different programs.

8. What is to prevent schools from discriminating against children with serious educational problems?

PRO

It is the lock-step nature of the present system that sometimes produces the educational "misfit." In a voucher system, schools would have the added incentive of more money (from supplemented vouchers) if they designed programs to attract students with learning problems. Also the Board of Education, by law, must provide a place for every child in the school district. Voucher schools, in particular, would be required to make plans for handicapped children who chose to attend them.

CON

Because individual schools would be guaranteed the right to decide what their programs would be, they might design programs and procedures that would not attract certain types of students. In other words, they might "create" a school in which the discipline problem, the slow learner, etc., would have difficulty succeeding.

9. What is to prevent schools from resorting to misleading or dishonest advertising in order to "sell" their programs?

PRO

Schools would be required to furnish to participating parents certain kinds of information, the accuracy of which would be verified by the Alternative Schools Office. Schools not providing necessary information or making false statements would not get voucher money.

CON

Since more students mean more money, schools might be tempted to "sell" programs through word-of-mouth, unauthorized "newsletters" and a concerted effort on the part of staff and/or parents to recruit students.

10. Would the voucher plan bankrupt the public school system if it were continued after the OEO grant had expired?

PRO

A voucher plan could be financed for as long as seven years by the federal government. During that time, the Board would seek new ways of allocating local funds. Since federal money is guaranteed for two years at a time, the program could be gradually phased out, if necessary. If either the Board of Education or the federal government decided to terminate the program before the end of the seven year period, funding would continue for the balance of the year in which notice is given, plus the following year.

CON

Public schools are already in deep financial trouble. When federal funds ran out, the district would be responsible for financing the program if it were to continue. With citizens already being taxed to the limit, where would the extra money come from?

11. Wouldn't most of the OEO grant be used to support administrative functions rather than to benefit children directly?

PRO

According to the budget included in the final draft of the proposal, 65% of the federal money would go directly to the schools. This figure would include all of the supplemented voucher money, the "no-strings-attached" grants to schools for program development, and funds for in-service training. Twenty percent of the money would be spent for support services such as providing information to parents and for additional transportation costs. The remaining 15% would pay for the administration of the program and supplemental help to deal with the increased work load of existing central office personnel.

CON

The voucher system would create a new bureaucracy which would grow as the demonstration proceeded. With each successive year of the demonstration, more and more federal money would be allocated for the administrative costs of the program.

12. Would there be a great deal of bussing of students to different schools?

PRO

The amount of bussing would depend on the number of students who chose to transfer among voucher schools. In the area proposed as the Demonstration Area, though, the maximum distance between the two farthest schools is six miles, a traveling time of ten to fifteen minutes.

CON

The Voucher Authority could not guarantee that every participating child would be admitted to his "first choice" school. Also, with a highly flexible policy, students might choose to change schools more frequently than they do now. Either way, it seems likely that bussing would increase significantly.

13. How would the anticipated development of mini-schools within a school affect its program and staff?

PRO

Mini-schools would be small, separate programs operating independently in a single school building. Each mini-school would have its own "head teacher" who would meet periodically with the principal of his building. Although each mini-school would operate autonomously in the areas of curriculum and finance, it would be supervised by the Board of Education and would be required to meet all New York State and local Voucher Authority requirements.

CON

All kinds of confusion could develop with two or more mini-schools operating within the same building. How, for example, would the gymnasium be scheduled for use? Would each school hire its own special reading teachers, thus duplicating effort? The necessity of maintaining multiple budgets for each building could also become a problem.

# APPENDIX M

## Selected Bibliography

## SELECTED BIBLIOGRAPHY

Anthony, A. S. "Twenty Unprinciples for Successful Innovation," Clearing House, (September 1971), 32-34.

Berube, M. R. "Trouble with Vouchers," Commonwealth, (January 29, 1971), 414-417 and Discussion, (March 19, 1971), 27.

"Boardmen Can't Think of One Good Thing to Say About Voucher Plans," American School Board Journal, (October 1970), 33-37.

Branan, K. "Voucher: Schools in the Marketplace," School Teacher Jr./Sr. High, (January 11, 1971), 6-8.

Carr, Ray A. and Gerald C. Hayward. "Education by Chit: An Examination of Voucher Proposals," Education and Urban Society, (February 1970), 179-191.

Clayton, A. Stafford. "Vital Questions, Minimal Responses: Educational Vouchers," Phi Delta Kappan, (September 1970), 53-54.

"Controversy Over Federal Experimentation with Education Vouchers," Congressional Digest, (August 1972), 210-214.

Coyne, John R. "Slates and Hamsters," National Review, (March 23, 1971), 309-311.

Education Vouchers; A Preliminary Report on Financing Education by Grants to Parents. Center for the Study of Public Policy, Cambridge, Massachusetts, 1970.

Elford, G. "Voucher Plan Debate, OEO Funding Experimental Jencks Plan," America, (January 29, 1972), 87-91.

Fantini, Mario D. "Public Schools of Choice and the Plurality of Publics," Educational Leadership, (March 1971).

Havigurst, Robert J. "The Unknown Good: Education Vouchers," Phi Delta Kappan, (September 1970).

Helwig, C. "Innovation: What's It All About?" Clearing House, (October 1971), 82-85.

Janssen, Peter A. "Education Vouchers," American Education, (December 1970).

Jencks, Christopher. "Giving Parents Money for Schooling; Education Vouchers," Phi Delta Kappan, (September 1970), 52-53.

Kohl, H. "What Are the Real Risks When a School Tries to Change? The Stockton Story," Saturday Review, (May 27, 1972), 48-54.

Mac Neven, Robert W. "The Educational Voucher Plan," School and Community, (November 1970).

McCann, Walter and Judy Areen. "Vouchers and the Citizen - Some Legal Questions," Teachers College Record, (February 1971).

Shanker, Albert. "What's Wrong with Vouchers?" American Teacher, (November 1970).

Taylor, A. J. "Federal Financing of Education, 1945-1972," Current History, (June 1972), 298-301.

"Two Cheers for Alum Rock," National Review, (October 13, 1972), 112.

"Voucher System: Blossom Time for the Public Schools?" Association of School Business Officials Convention Reporter, 1970, (October 18, 1970).